

=====

NORTH END/CBD
URBAN RENEWAL PLAN

=====

PREPARED FOR:
CITY OF MIDDLETOWN
HONORABLE SEBASTIAN J. GARAFALO
MAYOR
REDEVELOPMENT AGENCY
DONALD RUSSELL
CHAIRMAN

Municipal Development Office Staff
DeCarlo & Doll Report
of April, 1990

AS AMENDED AND ADOPTED BY
THE MIDDLETOWN REDEVELOPMENT AGENCY

JULY 5, 1990

AUGUST 24, 1992

FALL, 2004

NORTH END URBAN RENEWAL PLAN
HONORABLE SEBASTIAN J. GARAFALO
MAYOR

The Redevelopment Agency

Donald Russell, Chairman
Stephen Shapiro, P. Chairman
Theodore V. Raczka, Secretary
Matt Berlin
David Campanelli
Steven T. Gionfriddo
Thomas Hutton, Jr.
Steven J. Leinwand
John Makrogianis
Henry Novicki
Elizabeth Roberts
Guy Russo
Louise Russo
Joseph Tine
Gregory Woods

The Common Council

William J. Corvo
Stephen T. Gionfriddo
Philip E. Halibozek
Christine A. Marselli
Francis D. Patnaude
Emanuel A. Pattavina
Anton A. Petras
Nancy Conaway-Raczka
John Robinson
Thomas J. Serra
Stephen P. Shapiro
Sebastian Timbro

Municipal Development Office Staff

William M. Kuehn, Jr. Director
Linda A. Ozga, Asst. Director
Cynthia G. Wilcox, Project Officer
Barbara D. Santangelo, Admin. Secretary
Lisa Kielb, Clerk Typist

PREPARED BY: DeCARLO & DOLL, INC., HAMDEN, CT - April, 1990

ASSISTED BY: NUTTER ASSOCIATES, ROCHESTER, NY - April, 1990

**AMENDED BY: REDEVELOPMENT AGENCY OF CITY OF MIDDLETOWN, July 5, 1990 and
August 24, 1992**

Revised January 2001

Members of the North End

Action Team Housing

Committee, 2000-2001

Lydia Brewster, NEAT
Roy Lisker, President, NEAT
Carole Ketelsen, NEAT
Nancy Meyers, Habitat for Humanity
Michael Taylor, Nehemiah Housing Corp.
Calvin Price, Liberty Bank (Chair)
Carl Rodenhizer, The Connection, Inc.
Lois Santiago, NEAT
Krishna Winston, Wesleyan University
Munro Johnson, PCD Staff

Members of the Redevelopment

Agency, 2000-2001

Steven J. Leinwand, Chairman
Joseph Blancato
Gerald Daley, Deputy Mayor
James Fortuna
Stephen T. Gionfriddo
John Makrogianis
Henry Novicki
Louise Russo
Robert P. Santangelo
Stephen P. Shapiro
Joseph Tine

Department of Planning, Conservation, and Development Staff

William Warner, Director

James S. Sipperly, Deputy Director

Richard Kearney, Economic Development Specialist

Munro W. Johnson, Community Development Specialist

Wayne T. Bell, Zoning Enforcement Officer

**THE HONORABLE DOMINIQUE THORNTON,
MAYOR**

The Common Council of the City of Middletown

Robert P. Santangelo, Majority Leader

Gerald E. Daley, Deputy Mayor

Sebastian J. Garafalo

Stephen T. Gionfriddo

Ronald P. Klattenberg

Elizabeth K. Nocera

Francis T. Patnaude

John L. Robinson

Jesse J. Salafia

Stephen P. Shapiro

James B. Streeto

Phrances L. Szewczyk

MIDDLETOWN NORTH END/CBD PROJECT AREA
REVITALIZATION AND URBAN RENEWAL PLAN

TABLE OF CONTENTS

<u>SECTION</u>	<u>PAGE</u>
1. INTRODUCTION	11
1.1 Background and History	11
1.2 Purpose	13
2. DESCRIPTION OF PROJECT	15
2.1 Project Boundary Description	16
3. GOALS AND POTENTIALS	18
3.1 Potential Goals and Opportunities	19
3.2 Activity Patterns	21
4. DEVELOPMENT OBJECTIVES	23
4.1 General	24
4.2 Neighborhood	24
4.3 Buildings and Structures	24
4.4 Housing	25
4.5 Economic Development	25
4.6 Parking	25
4.7 Character	26
5. EXISTING PROJECT AREA CONDITIONS	27
5.1 Existing Structural Conditions	28
5.2 Table	29
5.3 Table	30
5.4 Table	31
5.5 Existing Utilities	31

5.6	Existing Zoning	32
5.7	Traffic Considerations	32
6.	PROPOSED LAND USE PLAN	34
6.1	Location	35
6.2	Permitted Uses	35
6.3	Retail/Commercial Uses	35
6.4	Public Uses/Pedestrian Circulation	37
6.5	Description of Proposed Actions	37
6.6	Project Area Improvements	38
6.7	Residential Uses	40
6.8	Internal Circulation	40
6.9	Public Improvements and Utilities	41
6.10	Proposed Zoning	42
7.	URBAN RENEWAL TECHNIQUES	43
7.1	Techniques	44
7.2	Rehabilitation and Conservation	44
7.3	New Construction	45
7.4	Acquisition and Redevelopment	45
7.5	Public Facility Improvements	48
7.6	Code Enforcement	48
7.7	Technical Assistance	48
8.	RELOCATION PLAN	50
8.1	Introduction	51
8.2	Non-Residential Relocation Plan—	
	Identification of Businesses/Non-Profits	52
8.3	Non-Residential Relocation Assistance Advisory Plan	54
8.4	Anticipated Non-residential Relocation Expenses	62

8.5	Residential Relocation Plan, Identification	62
8.6	Residential Relocation Assistance Advisory Plan	64
8.7	Anticipated Residential Relocation Expenses	75
9.	ACTIVITY SUPPLEMENTS	77
9.1	Principles	78
9.1.1.	Rehabilitation	78
9.1.2.	Profile of Design Review Guidelines	78
9.1.3.	Acquisition and Clearance	84
9.1.4.	Redevelopment and Land Disposition	85
9.1.5.	Design	85
10.	OTHER PROVISIONS	86
10.1	General	87
10.2	Relocation	87
10.3	General Plan	87
10.4	Planning Changes	87
11.	AMENDMENTS AND SUPPLEMENTS	88
11.1	General	89
11.2	Activity Supplements	89
11.3	Schedule of Adoption	89

12. AN IMPLEMENTATION AGENDA FOR THE NORTH END/CBD URBAN	
RENEWAL PLAN	91
12.1 General	92
12.2 Designation as Urban Renewal Area	92
12.3 Special Services District	93
12.4 Design Advisory Board	94
12.5 Financing	94
12.6 Implementation	95
12.7 Project Administration	95
13. ACTIVITY SUPPLEMENT: THE RAPALLO–GREEN–FERRY ST. AREA, 2001	
Table of Contents	100

APPENDICES: Documents Relating to Relocation

A1-2.	Site Occupant Record—Nonresidential a & b
A3-4.	Claim for Fixed Payment in Lieu of Payment a & b
A5-8.	Claim for Actual . . . Moving . . . Expenses a-d
A9.	Nonresidential Relocation Management Report
A10-11.	Site Occupant Record—Residential a & b
A 12-15.	Guideform Notice of Eligibility for Relocation Assistance a-d
A20.	Residential Relocation Management Report

LIST OF MAPS

Maps of the Rapallo–Green–Ferry St. area can be found in Section 13 on pages 117-119. For the larger Project Area, up-to-date maps representing current conditions will be prepared as implementation of the Project proceeds.

SECTION 1

INTRODUCTION

1. INTRODUCTION

1.1 Background and History

Within the larger history of Middletown, the North End has played a special role. It is, as it always has been, an active living area within the city center, characterized by a lively mixture of people and uses. The North End has often served as a reception area and first neighborhood for groups of new arrivals.

The longest-surviving residential neighborhood in the Central Business District (CBD), the North End contains historic buildings dating from the later 18th century, as well as many fine 19th-century commercial, religious, and residential structures. The portions of Main Street that lie within the District are defined by rows of handsome three- four- and five-story commercial and residential buildings.

Middletown is a historic port city. The North End neighborhood abuts the Connecticut River and is bordered by two rail lines, each transportation corridor contributing to its reputation as the gateway to Middletown for generations. Its churches, shops, houses, buildings, and transportation links all express this historic function. Mills, warehouses, and manufacturing plants occupied larger buildings in the riverfront areas; both the Connecticut and the Mattabassett Rivers have played influential roles in the development of the North End. North End residents at the turn of the century not only worked in riverfront industries (including the Portland brownstone quarries); they also shopped in the stores of the Central Business District.

The North End is still the location of major regional transportation corridors. At one point the North End was a significant transportation hub, with two railroad stations on Rapallo Avenue and several hotels, including the Arriwani and Kingston, serving the transient population. The building currently [in 2001] occupied by a display-equipment company was once the City's trolley bureau.

In recent years, the two Connecticut Central rail lines have been improved. As rail and river traffic dwindled in the 20th century, automotive traffic took their place. Today, the North End is the place where Connecticut Routes 66, 17, and 9 come together, as well as the Arrigoni Bridge, which crosses the Connecticut River from Middletown to Portland.

As a result of the district's history as a gateway for successive generations, many of the residential buildings in the North End exhibit the problems that accompany intensive use: damage, deterioration, overcrowding, and social pathology. Many have been abused.

In 1990, the North End, using census tract 5416 as a working geographical definition, had approximately 3900 residents and a considerable variety of businesses. The district is increasingly populated by low-income, minority and/or disadvantaged persons.

Compared with the City of Middletown as a whole, the North End has a higher proportion of residents living in group quarters, a far higher percentage of 1-person households, significantly smaller average household size, a larger percentage of households earning less than \$15,000 annually, much lower median family income, and a lower percentage of owner-occupied housing units. The comparative 1980 data, using census tract 5416, for socio-economic analysis purposes, are presented in Table I below

Table I: 1980 Socio-Economic Comparison

	<u>North End</u>	<u>City of Middletown</u>
Total Population	2,834	39,040
Population in Group Quarters	519 (18%)	2,958(8%)
% of 1-Person Households	53.7%	27.2%
Average Household Size	1.92	2.55
% of Households w/ Earnings <\$15,000	73.8%	42.9%
Per Capita Income	4,944	7,157
Median Household Income	7,451	17,301
% Owner-Occupied Housing Units	12.3%	46.9%

Source: U.S. Census Bureau, Urban Decision Systems
and Nutter Associates, Inc.

1.2 Purpose:

The purpose of the North End/CBD Project Area Urban Renewal Plan (Plan) is to develop and implement activities that will improve conditions for its residents, businesses, and visitors, as well as foster a diversity of uses that will improve the socio-economic status of the residents. The overall goal of the Plan is to achieve the mixture of uses and activities that fosters the best qualities of a vibrant urban neighborhood. The Middletown Redevelopment Agency (Agency) is empowered through the City of Middletown (City) and Connecticut General Statutes (CGS) to develop and implement this Plan for the North End/CBD Project Area (Project Area/Area).

Within the larger area designated in this Plan, first adopted in 1990 and amended in 1990 and 1992, the Housing Committee formed by the North End Action Team in 1998 has developed a detailed proposal for the area bounded by deKoven Drive, Main Street, Rappallo Avenue, and Washington Street. The proposal calls for this three-block area to become the focus of intensive restoration, renovation, and reconstruction, involving both public and private interests to create a vital mixed-use neighborhood. The text of the proposal and supporting documents can be found at the end of this Plan as Section 13.

SECTION 2

DESCRIPTION OF PROJECT

2. DESCRIPTION OF PROJECT

2.1 Original Boundary Description

The Middletown North End/CBD Project Area is a parcel of land containing approximately seventy (70+) acres, situated in the City of Middletown, Middlesex County, State of Connecticut. In general, the project is bordered to the south by Court Street, to the east by Connecticut Rte. 9, to the north by Connecticut Rte. 66/Rte. 17, and to the west by the rear property lines of the lots on the west side of Main Street.

The southeastern corner of the project is a point projected to the intersection of the south streetline of Court Street and the west streetline of Connecticut Rte. 9 (Acheson Drive). From this point the project boundary runs approximately three thousand (3000±) feet northward along the west streetline of Connecticut Rte. 9 to the northeastern corner of the project. The northeastern corner of the project is located on that point which is the intersection of the west streetline of Connecticut Rte. 9 and the northern streetline of what is now Rte. 17.

From this point the project boundary runs westward along the northern streetline of Connecticut Rte 66/Rte. 17, along the north side of the off-ramp from the Arrigoni Bridge, and projects across Spring Street. From this point the project boundary jogs southward along the property lines of the lots abutting the west side of Main Street, ending at Court Street.

The project boundary runs along the west property line of lot 19 in block 17-19, crosses the railroad tracks, to block 17-28 and runs along the north property line of lot 6 to Clinton Avenue, then along the east streetline of Clinton Avenue and then east, south and east along the south property line of Lot 6 to Kings Avenue, then south along the west end of Kings Avenue and the west property line of Lots 8 through 22, then east along the south property lines of Lots 8 through 22 and Lot 12, then south along the west property line of Lots 3 and 2 and along the south property line of Lot 2 to the rear property line of lot 1 and projects across Grand Street to block 17-35. In block 17-35, the project boundary continues along the rear property line of lot 7-6, the rear property lines of lots 5, 3A, 3B, 47 and 46, and the west

property line of Lot 46, and projects across Liberty Street to the northwest corner of Mortimer Cemetery in block 17-46. In block 17-46, the project boundary runs along the east and south property lines of Mortimer Cemetery to the rear property line of lot 5, then along the west and south property lines of Lot 5 to the rear property line of Lot 4A, then along the rear property lines of Lots 4 and 3, along the rear and west property line of lot 57, and then projects across Washington Street (Rte. 66) to block 17-51. In block 17-51, the project boundary runs southward along the rear (west) property lines of lots 21, 22, 23, and 24A, along the north, west, and south property line of lot 25, along the rear property lines of lots 26, 28, and 29, along the south property line of lot 29, southward along the rear property lines of lots 30 and 32, and projects across Court Street to the southeastern corner of the project. The southeastern corner of the project is located on the south streetline of Court Street at a point approximately ninety (90±) feet west of the west streetline of Main Street. From this point the project boundary runs eastward along the south streetline of Court Street, approximately nine hundred eighty (980±) feet to the southeast corner of the project.

SECTION 3

GOALS AND POTENTIALS

3. GOALS AND POTENTIALS

The Plan was formulated to serve as a guide the City could follow to achieve a revitalization of the North End neighborhood and adjoining areas. It lays down principles that can be used for evaluating proposals and for scheduling improvements in the residential areas as well as the CBD. As a source of information and a statement of policy, it can be useful to citizen groups as well as business organizations planning investments and public officials considering project designation and funding. Further, it provides a framework for establishing priorities in light of fiscal and capital considerations, future opportunities, evolving neighborhood needs, available funding, and changing economic factors.

The goals incorporated in the Plan are based on interviews with neighborhood and city residents, municipal officials, and active business and civic leaders. They represent the level of community consensus necessary for carrying out the North End Plan successfully. It is emphasized in the Plan that efforts that require the coordination of social and physical improvement programs require a sustained commitment to public-private cooperation.

Elements of the Plan that have been implemented as of January 2001 have been marked with a flag, as follows: ☐ .

3.1 Potential Goals and Opportunities

Potential goals and opportunities of a successful Plan include:

Immediate (Short-Range) Goals

- (1) Institution by the City of a program of concentrated code enforcement for the residential properties in the North End;
 - (2) Acquisition and clearance of substandard, deteriorated, or incompatible structures.
- Disposition of building lots to developers or sponsors for development of new residential structures. Application by the City for grant and loan funding as part of the new national

Homeownership and Opportunity for People Everywhere (HOPE) and the Home Investment Partnership Act (HOME) housing assistance programs, as well as designation of the area by the Connecticut Department of Housing as a Housing Development Zone.

(3) Institution of a property rehabilitation program.

(4) Initiative by the City and the Central Business Bureau of the Middletown County Chamber of Commerce to create a Municipal Special Services District (CGS 105A) for downtown Middletown, including the Main Street portion of the North End/Central Business District;

(5) Active participation with the Connecticut Department of Transportation (DOT) and local interest groups to design new interchanges off Route 9 to lessen the impact of vehicular traffic on the residential portions of the North End neighborhood.

(6) Creation of a Design Advisory Board to advise public and private developers on the design of new and rehabilitated structures, as well as streets and other public areas. Utilization of the resources of the Preservation Board or a Historic Properties Commission as consultants regarding new construction and improvements to existing buildings. ¶

(7) Creation of improved pedestrian and vehicular circulation between Court Street and Rapallo Avenue, to the rear side of buildings on the east side of Main Street, where it will provide greater access to retail and other uses along Main Street as well as providing short-term parking, off-street delivery and loading areas, and improved security;

(8) Creation of a public facility that will meet the criteria of a) serving the North End community and b) being owned or maintained by the City;

(9) Streetscape improvements along Ferry and Green Streets between Main and deKoven Drive, as well as along Main Street, to further enhance the Main Street downtown retail/commercial environment and to connect it, via Ferry and Green Street, to the housing environments along these streets and the Connecticut riverfront east of deKoven Drive and Route 9;

Long-Range Goals

(10) Attracting to the old Green Street School building an arts facility, ideally through Wesleyan University-initiated investment, development, or management.

(11) Financing and construction of new Route 9 interchanges as indicated in (5) above.

(12) Design and construction of a new pedestrian bridge connection over deKoven Drive and Route 9 to existing and future public-use areas along the Connecticut River edge;

(13) Potential new boat landing and marina facilities along the Connecticut Riverfront adjacent to the Project Area.

(14) Attracting cultural activity through development of residential, performance, and studio space for artists. 📌

3.2 Activity Patterns

Finally, general potential exists for developing a stronger relationship between North End uses and the needs and activity patterns associated with other institutions located within the City, including Wesleyan University. This relationship is critical to the North End. Currently a number of downtown restaurants and specialty or convenience shops serve Wesleyan and the other institutions, offering the possibility for expanding the relationship.

The Plan emphasizes sensitivity to the historic fabric of the district in terms of proposed uses and preservation of building types. Each downtown has its own geographic setting and its own historical pattern of development, its landmarks, and its architectural heritage. The Plan takes account of these features. It also reflects the determination of the Redevelopment Agency to be cognizant of municipal financial concerns and to work to stabilize and improve the economic and social status of North End residents.

In recognition of the value of building on the preserved fabric of the district, and not seeking large-scale clearance, the Plan takes advantage of local assets. Thus it also reflects a realistic set of goals achievable with municipal and private resources.

The recommendations of the Plan attempt to identify all appropriate measures that can further the revitalization of this important Middletown neighborhood. The primary Plan proposals

are described in Section 6.

SECTION 4

DEVELOPMENT OBJECTIVES

4. DEVELOPMENT OBJECTIVES

4.1 General

The North End/CBD Project Area Urban Renewal Plan is designed and intended to achieve development objectives hereinafter described.

4.2 Neighborhood

The Project Area is a neighborhood of long standing in the City. Over the years, the Area has provided important housing and retail resources, but housing and other features, including the commercial retail uses along Main Street, have deteriorated and have not been modernized to meet changing needs and modes of living.

Objective #1: General rehabilitation and renewal of the North End/CBD Project Area in a manner consistent with the overall pattern of development in the neighborhood, including its historical evolution.

4.3 Buildings and Structures

Housing and other building conditions in the Project Area provide insufficient safeguards for the health and safety of Area residents and the community as a whole. These conditions result from property development, obsolescence, age, deterioration, and inadequate maintenance that discourage private improvement, rebuilding, and investment. There are buildings of substantial construction that need repair and buildings that are substandard or blighted and should be removed; some are buildings with architectural features of historical interest.

Objective #2: Elimination of substandard and deteriorated buildings and structures that adversely affect the social and economic environment and impact residents' health and safety.

Objective #3: Elimination of specific buildings, uses, and conditions that have a blighting influence on the existing of a rehabilitated neighborhood, so as to provide a secure basis for new improvements.

4.4 Housing

The North End/CBD Project Area has provided housing resources for various income groups. There are serious deficiencies in housing quality. The principal function of land in the Project Area is that of housing.

Objective #4: Rehabilitation of housing units in basically sound structures, and construction of new housing to replace deteriorated structures so that all housing units are safe, sanitary, and affordable for continued long-term use.

Objective #5: Opportunity for private investment in housing rehabilitation and in new housing.

4.5 Economic Development

A significant portion of the North End neighborhood is a part of the Central Business District. Serious signs of economic and physical deterioration are evident, and such conditions may have an effect on other parts of the CBD, as well as on adjoining residential areas that have undergone renovation.

Objective #6: General improvement and revitalization of the Main Street retail and commercial environment.

Objective #7: Encouragement of increased private investment in new building construction and rehabilitation of existing properties.

Objective #8: Provision for additional jobs in retail, office, and service activities.

Objective #9: Provision of local retail and other business services sufficient to provide convenience shopping for the Project Area residents and other local and regional residents.

4.6 Parking

In general, the number of parking spaces is in short supply to support the market and land-use potential of the Main Street–CBD shopping area. Delivery and service vehicles for the commercial/retail uses off-load on Main Street, compounding traffic congestion and further reducing the availability of consumer parking. Residential parking is also in short supply; many properties lack off street parking.

Objective #10: Provision of additional and permanent off-street parking spaces for residential units.

Objective #11: Develop improved vehicular and pedestrian circulation in rear of buildings along the east side of Main Street for off-street truck loading and convenience parking for consumers.

4.7 Character

The North End/CBD Project Area has the character of historic Middletown. It is an urban district that has largely retained its traditional building fabric, in contrast to other parts of the CBD, where there has been substantial clearance activity. There are multi-story buildings of substantial construction, some with architectural features now recognized as being of historical interest. In fact, much of the area is either within a Historic District or could qualify for inclusion in a Historic District. As an older urban area, however, the Project Area suffers from a lack of building maintenance and appears cluttered with overhead wires, sidewalks that need replacement, and streets that need repaving. Many of the buildings are substandard. The area lacks attractive streetscape features. Parts of the Project Area are capable of reflecting the better architecture and urban character from the past while also serving a current useful purpose.

Objective #12: Remove other impediments to the disposition and development of land by creating unified sites for redevelopment.

Objective #13: Improve the general appearance of the North End/CBD Project Area by eliminating detracting features and providing improvements such as plantings and other streetscaping features.

SECTION 5

EXISTING PROJECT AREA CONDITIONS

5. EXISTING PROJECT AREA CONDITIONS

5.1 Existing Structural Conditions

A survey of exterior structural conditions was conducted for the approximately 220 buildings in the Project Area. As a result of the survey, each of the buildings was classified in one of the following five categories:

- Sound condition
- In need of minor repairs or adjustments
- In need of significant repairs; one or more deficiencies requiring significant rehabilitation
- A combination of major deficiencies requiring reconstruction
- Major defects not amenable to rehabilitation or reconstruction

The results of the building conditions assessment for the entire area are shown in Table 5.2. Table 5.3 lists the structural condition of existing commercial/retail buildings, including mixed-use structures along Main Street, Washington Street, and Rapallo Avenue. Table 5.4 shows the existing structural conditions of residential units, not including structures in Table 5.3.

The original Structural Condition Survey conducted by DeCarlo & Doll focused on exterior conditions only. The updated structural conditions table includes information on interior conditions, obtained through the resources of the City Health Department and the Greater Middletown Community Corporation, administrators of Middletown's rehabilitation programs. Full code compliance inspection (CT Fire and Life/Safety and Middletown Housing Code) may indicate additional significant structural and/or other deteriorating conditions within the structures.

The current condition of the buildings in the Rapallo–Green–Ferry Street area is indicated in Section 13, Section VIII, Attachment B.

TABLE 5.2

Table 5.2 includes a breakdown of structural conditions of all buildings in the Project Area.

EXISTING BUILDING CONDITIONS:

(Entire Project Area)

NORTH END/CBD PROJECT AREA

<u>Building Conditions</u>	<u>No. of Buildings</u>	<u>Percent</u>
Sound condition	129	57%
In need of minor repair	57	25%
In need of significant repair	28	12%
Combination of major deficiencies	9	4%
Major defects not amenable to rehabilitation or reconstruction	3	1%
	<hr/>	<hr/>
TOTAL	226	100%

TABLE 5.3

Table 5.3 includes a breakdown of structural conditions of existing commercial/retail buildings, including mixed-use structures, along Main Street, Washington Street, and Rapallo Avenue.

EXISTING BUILDING CONDITIONS:

(Commercial/Retail Buildings)

NORTH END/CBD PROJECT AREA

<u>Building Conditions</u>	<u>No. of Buildings</u>	<u>Percent</u>
Sound condition	94	76%
In need of minor repair	19	15%
In need of significant repair	9	7%
Combination of major deficiencies	1	1%
Major defects not suitable for rehabilitation or reconstruction	1	1%
TOTAL	124	100%

TABLE 5.4

Table 5.4 includes a breakdown of principal residential structures within the North End/CBD Project Area.

EXISTING BUILDING CONDITIONS:
(Residential Buildings)
NORTH END/CBD PROJECT AREA

<u>Building Conditions</u>	<u>No. of Buildings</u>	<u>Percent</u>
Sound condition	35	34%
In need of minor repair	38	37%
In need of significant repair	19	19%
Combination of major deficiencies	8	8%
Major defects, not amenable to rehabilitation or or reconstruction	2	2%
TOTAL	102	100%

5.5 Existing Utilities

The entire Project Area is served by City water and sewer lines and all other utilities (gas, electric, telephone). It lies within the Sanitation District and the City Fire District. As of 2001, the combined sewer-separation project has been completed. ☞

5.6 Existing Zoning

Within the Project Area boundaries there are three zones, as indicated on the Zoning Map of Middletown, CT, effective July 1, 1992. The zones are:

- B-1 Central Business
- MX Mixed-Use
- RF Riverfront Recreation

5.7 Traffic Considerations

The Planning & Zoning Department, in August 1989, received a report entitled "Downtown Traffic Study" from Wilbur Smith Associates analyzing traffic flow and street conditions in the Central Business District (CBD). On the basis of traffic counts and field observations of problem areas, three major intersections were identified with high average delays. Two lie within the North End Renewal Area: Main Street at Washington Street and Main Street at Grand Street and Rapallo Avenue.

The consultants also considered the traffic impact of future development activities within the downtown area, including the recently completed Middlesex Mutual Assurance Company facility when fully occupied; expansion to the Municipal Building complex; an additional 60,000 square feet of State court facilities; and nearly 200,000 square feet of new police station office space on the eastern side of the Riverview Center block. On the basis of traffic generation projections through future development activity, a series of recommendations were made to improve the roadways in and around Middletown's downtown. The near-term improvements within the North End Renewal Project Area include:

- DeKoven Drive, located at the first intersection off State Highway 9, north of Washington Street, is where new or rehabilitated housing is planned as a key component of the Rapallo–Green–Ferry St. redevelopment plan (Section 13). All work on this section of deKoven Drive will be consistent with goals and objectives cited elsewhere in this Plan for making this stretch of houses a pleasant residential corridor, curtailing further traffic impacts on the neighborhood, and capitalizing on its proximity to the river.

- Intersection of Main Street/Grand Street/Rapallo Avenue: upgrade and optimize traffic-signal timing and phasing to allow for off-set movements at intersection.
- Intersection of Main Street and Ferry Street: installation of new traffic signal to facilitate emergency movement of vehicles from Main Street Firehouse.

The long-range improvements identified by Wilbur Smith Associates, as they impact the North End Renewal Project Area, are as follows:

- A full directional grade-separated interchange north of the Arrigoni Bridge to accommodate Routes 66 and 9.
- Addition of a third southbound lane from Hartford Avenue to Route 17 along Route 9; removal of traffic signals at Washington Street and Hartford Avenue; and the construction of median dividers through the intersections of Washington Street and Hartford Avenue.

SECTION 6

PROPOSED LAND USE-PLAN

6. PROPOSED LAND USE PLAN

6.1 Location

The location of boundaries of land-use areas and major access routes are diagrammatic and subject to precise delineation under Section 8 of this document.

6.2 Permitted Uses

The general permitted land-use category for the Project Area consists of residential, commercial, retail, office, mixed-use, public use, pedestrian circulation, and open space and supporting uses. Specific uses permitted are as follows;

6.3 Retail/Commercial/Non-Profit Uses

- i Antique shops and interior decorating shops
- i Art galleries and studios
- i Automobile parking areas, public and private
- i Banks or building and loan institutions
- i Bakeries, retail (all products produced to be sold on the premises only)
- i Barber and beauty shops
- i Bookstores
- i Business schools
- i Candy or confectionery stores (all products produced to be sold on the premises only)
- i Colleges, schools, and institutions of learning (except trade or industrial schools), not operated for profit
- i Conference, meeting and banquet facilities
- i Cultural Facilities
- i Department stores
- i Dressmaking or millinery shops
- i Drug or sundries stores

- i Dry cleaning, pressing, and laundry; distributing stations or retail businesses where no cleaning, pressing, or laundry is done for other distributing stations or cleaning establishments
- i Dry goods and notions stores
- i Elderly day care and living facilities
- i Engraving, watchmaking, and jewelry stores
- i Florist shops
- i Furniture stores
- i Garages, public or private
- i Gift shops
- i Grocery stores
- i Hardware and equipment stores
- i Hotels and inns, not including motels
- i Kiosks
- i Laundries
- i Libraries, museums, historic buildings and grounds
- i Lounges, nightclubs and dinner clubs
- i Facilities for music and vocal instructions
- i Music stores
- i Offices, general and professional
- i Passenger shelters of public transportation system
- i Photography shops
- i Public safety complex
- i Radio and television stores
- i Restaurants, delicatessens, and sidewalk cafés
- i Retail specialty facilities (including facilities for the merchandising of shopper's goods, convenience goods, and retail services directly to the consumer)
- i Shoe repair shops
- i Shoe stores

- i Stationery stores
- i Tailor shops
- i Telephone exchanges
- i Theaters (including cinemas)
- i Transit terminals—bus, train and taxi

6.4 Public Uses/Pedestrian Circulation

Public pedestrian circulation and open space, which is defined to include: plazas; squares; courtyards; atriums; arcades; landscaped areas; sitting places; terraces; and other facilities and spaces designed, constructed, and operated for the circulation, convenience, entertainment, and enjoyment of pedestrians.

Construction of public or municipal facilities which would be beneficial to the Project Area are a permitted use.

6.5 Description of Proposed Actions

The activities proposed by the Plan, as listed, constitute a program for substantial physical change for the North End. They point a direction for the City to follow in charting a future course. The potential that the Area possesses can be realized and the general resurgence of the Central Business District can be correspondingly strengthened in both the public and private sectors. The activities in Section 6.5 will consist of acquisition and redevelopment in accordance with Section 8 of this plan.

6.5.1 Creation of improved pedestrian and vehicular circulation. Construct a public, a partial or complete right-of-way between the retail/commercial area and the residential area on the east side of Main Street for the purpose of improving traffic flow, increasing off-street parking and loading, improving public safety, lessening density and serving as a buffer between Main Street commercial/retail uses and the residential area.

This might be accomplished in conjunction with the acquisition and clearance of the land and structures in parcels A, C, and D.

6.5.2 Consider and evaluate acquisition and clearance of Parcel C. Convey property to private developers and/or non-profit sponsors for the purpose of providing new housing in the Project Area.

6.5.3 Consider and evaluate the construction of a new multi-modal transportation terminal in the North End at Parcel A. If it is not to be constructed at this site, existing uses will be maintained.

6.5.4 Assist off-street parking availability in the neighborhood by shared parking between Community Action for Greater Middletown (CAGM) daytime and evening residential at Parcel C.

6.5.5 Consider and evaluate the development of a park, including trees and benches, flower beds, etc. at the area adjacent to the existing tot lot at the east end of Green Street.

6.5.6 Consider and evaluate the development of a public/private plaza and cultural/government center at Parcel D.

6.6 Project Area Improvements

6.6.1 Perform an inspection of all existing housing units within the Project Area. A report shall be prepared on Project Area housing unit conditions which shall be made available to owners and occupants. The report shall specify housing unit improvements necessary to comply with State of Connecticut Building and Fire and Life/Safety Codes, the City of Middletown Housing Code and rehabilitation standards.

6.6.2 Develop and institute property rehabilitation standards for all properties in the Project Area based on General Property Standards and including the Secretary of the Interior's Standards for Rehabilitation as a guideline.

6.6.3 Involve Design Review and Preservation Board to serve in a consulting capacity to the Middletown Redevelopment Agency for all improvements to the properties within the Project Area, including new construction and rehabilitation work.

6.6.4 Should the opportunity arise, seek a qualified developer to renovate the Arriwani Hotel, and provide appropriate financial assistance to this project. If necessary, acquire Parcel B for conveyance to qualified developer for reuse.

6.6.5 Limit density, including number of bedrooms based on acreage.

6.6.6 Consider and evaluate the provision of a more attractive appearance for the Ferry-Green Street residential portions of the Project Area by undergrounding all existing overhead utility wires in the area east of Main Street between Washington Street and Rapallo Avenue.

6.6.7 Consider and evaluate the improvement of Ferry and Green Streets with distinctive streetscape material such as Belgian Block or decoratively shaped brick pavers, planting trees, etc.

6.6.8 Consider and evaluate the upgrading of the utilities during street improvements.

6.6.9 Consider and evaluate the installation of new lighting fixtures and stanchions along Ferry Street and Green Street.

6.6.10 Consider and evaluate retention of the traditional building scale of Main Street by limiting height of buildings to six (6) stories in the Project Area zoned B-1.

6.6.11 Consider and evaluate the provision of improved bus transportation facilities in the downtown such as reinstituting the MAT trolley loop system between St. John's Square and Middlesex Hospital.

6.6.12 Consider and evaluate the renovation and improvement, as necessary, of both the front and the rear facades of all buildings along Main Street within the Project Area.

6.6.13 Consider and evaluate the establishment of a Special Services District under Chapter 105A of the Connecticut General Statutes.

6.6.14 Stimulate private development interest through public investments such as a conference center, or municipal and state office building(s).

6.6.15 Reestablish and work closely with a Police Station Building Committee for a facility meeting the long-range spatial requirements of the department in a setting near the new courthouse. ☞

6.6.16 In conjunction with Wesleyan University and other institutions, consider the development of new cultural facilities.

6.7 Residential Uses

Single or multi-family structures in a sound residential environment, including provision for off-street parking facilities.

- a. Maximum height of structure: three (3) stories; two (2) story buildings are to be minimum height.
- b. Conveniently located off-street parking spaces, provided at the rate of two (2) spaces for each unit.
- c. Lot area, width, and yard requirements shall be sufficient to insure proper design and placement of buildings as determined during the design review process to be implemented by the Middletown Redevelopment Agency.

6.8 Internal Circulation

The internal circulation system shall be of the following type, location, and character:

6.8.1 Vehicular Circulation

Elements of vehicular access, service and delivery systems, defined to include principal and minor arterial streets serving and traversing the Project Area; internal streets, access ways, and alleys; parking garages and surface parking areas to serve Project Area activities; facilities designed to accommodate emergency access by ambulances and fire and police vehicles; rights-of-way designed to accommodate improved transit service; service and delivery facilities for storage, mass transit shelters, loading and unloading, and trash collection and handling; sign and signal equipment installed to facilitate ease of vehicular access; and other facilities, rights-of-way, and easements designed, constructed, and operated to permit adequate vehicular access within the Project Area.

6.8.2 Pedestrian Circulation

Sidewalks are to be provided along all streets and public rights of way so as to separate pedestrian and vehicular traffic and to provide convenient access to focal points in the Project Area and adjoining portions of the Project Area. Curb cuts would be eliminated along Main Street in existing access ways to the extent possible, so as to enhance pedestrian circulation. New construction or improvements to existing sidewalks shall be handicapped-accessible.

6.9 Public Improvements and Utilities

Public improvements and utilities shall meet needs and be of the type, location, and character as follows:

6.9.1 Utilities

All principal buildings shall be connected to the City sanitary sewer system and to the public water supply system. There is to be adequate storm drainage, taking into account the intensity of development contemplated under this Plan and coordinated with Connecticut River flood control programs. Projects and facilities are required to be designed to ensure the availability of adequate electric, CATV, telephone, and gas utilities, with the undergrounding of all utilities. Utility easements are to be provided where pipes and other lines do not coincide with the street system, including locations where existing utilities are feasible for continued use.

6.9.2 Lighting

Ample, attractive, and environmentally sensitive street lighting is to be provided, and around "residential" land-use areas at a height or intensity that is not obtrusive to the residential ambiance.

6.9.3 Trees and Streetscaping

With the guidance of the Urban Forestry Commission, street trees are to be provided along streets within the Project Area. The transitions between residential land-use areas and the mixed-use land-use areas are to be improved by means of street trees, shrubs, flower boxes, or other streetscape measures located in streets or easements or on private property.

6.10 Proposed Zoning

It is proposed to keep the Project Area's current zoning B-1, Central Business Zone and MX, Mixed-Use Zone.

The B-1 Zone is generally bounded: Along the east by the rear property lines of properties along the easterly side of Main Street and along the northerly side of Washington Street; to the north by the railroad tracks north of Rapallo Avenue, to the west by the westerly project boundary, and to the south by the south streetline of Court Street.

The MX Zone is generally bounded: to the east by the railroad tracks just east of Dekoven Drive, to the north by the northerly streetline of Rapallo Avenue, to the west by the rear property lines of properties along the easterly side of Main Street, and to the south by the rear property lines of the lots fronting Washington Street.

The northerly MX Zone is bounded to the east by the railroad tracks just west of Route 9, to the north and west by the northerly and westerly project boundaries, and to the south by the railroad tracks just north of Rapallo Avenue running east-west.

SECTION 7

URBAN RENEWAL TECHNIQUES

7.URBAN RENEWAL TECHNIQUES

7.1 Techniques

The Urban Renewal Techniques established for the Project Area under this Plan are a) private investment in rehabilitation and conservation of existing properties, b) private investment in new construction, c) municipal acquisition, disposition, and redevelopment of substandard properties, d) construction of public facility improvements, e) code enforcement, and f) provision of technical assistance and guidance for private rehabilitation and conservation and new construction activities.

7.2 Rehabilitation and Conservation

Private investment in rehabilitation and conservation of existing buildings and sites is the primary technique applicable to the Project Area. This procedure is applicable to existing buildings and sites other than those identified for municipal acquisition and redevelopment or for acquisition to enable construction of public facility improvements. Individual sound properties should be conserved and individual properties having deficiencies be improved in a manner such as the following:

7.2.1 By improving the exterior appearance of existing buildings, including signage;

7.2.2 By assuring the soundness of buildings and structures for safe and healthful occupancy;

7.2.3 By upgrading the functional use and arrangement of buildings so as to alleviate features of obsolescence;

7.2.4 By preserving the architectural integrity of buildings having features of historical interest; and

7.2.5 By improving the function and appearance of site development for parking, loading, landscaping, and other services on individual lots.

7.3 New Construction

Private investment in new construction of additional buildings on vacant or underdeveloped sites, or as replacements for existing, obsolete, or otherwise deficient buildings, is a part of the revitalization procedure.

7.4 Acquisition and Redevelopment

The procedure of acquisition, relocation, clearance, and redevelopment by the Agency is applicable to those portions of the Project Area for which an Activity Supplement, specifying the acquisition and redevelopment, has been established under the provisions of Section 9 and Section 11 of this Plan. Acquisition, relocation, and clearing is applicable where necessary to achieve one or more of the following:

7.4.1 Removal of buildings that are structurally substandard to a degree requiring clearance or that have a number and type of other deficiencies that, in combination, can be remedied only by modification or replacement of major parts of or all of the basic structure;

7.4.2 Removal of conditions having a blighting influence; or

7.4.3 Assembly of land for redevelopment, and other plan objectives. To achieve such purposes, properties acquired may consist of two or more contiguous parcels or may consist of individual properties.

7.4.4 The Middletown Redevelopment Agency may initiate acquisition of those areas identified in the acquisition and relocation schedules. The acquisition of property shall be pursuant to Sections 8-128 through 8-133 inclusive of the Connecticut General Statutes. It is recommended that the Redevelopment Agency either form a Real Estate Subcommittee of its members to guide the negotiating process of acquisition or meet as an agency of the whole to review appraisals and to authorize land-acquisition offers. When the Agency determines that

a particular area should be acquired, the Agency should cause to have prepared at least two independent appraisals by qualified appraisers as the basis for negotiating for property.

The Redevelopment Agency may acquire real property by eminent domain with the approval of the Common Council of the City of Middletown in accordance with Sections 8-129 through 8-133, inclusive of the Connecticut General Statutes. Such acquisition shall be authorized by the Common Council. Once property is acquired by the Agency, the Agency may clear, repair, operate, or insure such property while it is in its possession or make site improvements essential to preparation for its use in accordance with the approved Redevelopment Project Plan.

7.4.5 The acquisition schedule for the North End Renewal Project Area is as follows:

<u>BLOCK LOT</u>	<u>ADDRESS</u>	<u>ESTIMATED MARKET VALUE</u>
<u>Acquisition Area "A"</u>		
17-29 6	48 Rapallo Avenue	
17-29 6A & 6B	46 Rapallo Avenue	
17-29 7	36-38 Rapallo Avenue	
17-29 8	10 Rapallo Avenue	
17-29 9A	8 Rapallo Avenue	
		<hr/>
		\$708,800
<u>Acquisition Area "B"</u>		
17-35 2	613-617 Main Street	
17-35 1	601-607 Main Street	
17-35 47	12 Liberty Street	
17-35 46	Liberty Street	
		<hr/>
		\$796,700
<u>Acquisition Area "C"</u>		

17-37	32	44-46 Ferry Street
17-37	33	54 Ferry Street
17-37	34	56 Ferry Street
17-34	35	58 Ferry Street
17-34	36	60-62 Ferry Street
17-34	37	64-66 Ferry Street
17-34	37A	64-66 Ferry Street

\$1,220,400

Acquisition Area "D"

17-52	10	350-354 Main Street
17-52	7	340 Main Street
17-52	48	122-128 Court Street
17-52	47	114-116 Court Street
17-52	46	106-110 Court Street
17-52	45	102-104 Court Street
17-52	44	90 Court Street
17-52	43A & 43	Court Street
17-52	42	74 Court Street

\$4,739,400

Acquisition Area "E"

17-52	A	Superior Court Building	\$2,739,300
-------	---	-------------------------	-------------

The estimated market value was determined using the resources of the City of Middletown Tax Assessor's Office. The basis for the estimates is the 1987 re-evaluation and sales through mid-1992 in and around each of the five acquisition areas. For purposes of this plan, only the total estimated market value of each acquisition area has been shown.

7.5 Public Facility Improvements

The Agency, or the City of Middletown, may from time to time provide public facility improvements such as, but not limited to, new public buildings, streets, sidewalks, parks, drainage, parking, landscaping, and undergrounding of utilities, and may acquire property needed for such improvements.

7.6 Code Enforcement

The procedure of property inspection and code compliance is a technique applicable to the Project Area, and such procedure may include use of the City's general municipal powers (e.g., Health Department, FD, PD, Building Department) to alleviate hazards to the public health and safety.

7.7 Technical Assistance

The Agency, or the City of Middletown, may from time to time provide technical assistance and guidance for private rehabilitation or construction activities with regard to planning, design criteria, financing, and conformance with municipal codes and ordinances.

SECTION 8

RELOCATION PLAN

8. RELOCATION PLAN

8.1 Introduction

The North End Renewal Project, as proposed, would involve the relocation of a maximum of twenty-two (22) non-residential businesses/non-profit agencies and a maximum of 101 residential households contained within five project areas. Therefore, this relocation plan will address the processes of relocating non-residential concerns in Section 8.2 through 8.4, and residential concerns in Section 8.5 through 8.7.

The entire relocation process would be accomplished by the Middletown Redevelopment Agency and the City of Middletown Department of Planning, Conservation, and Development.

The relocation of residents of the Rapallo–Green–Ferry–Street area will follow the procedures outlined here for the larger Project Area, subject to any changes in regulations in effect at the time of actual relocation. All documents relating to relocation may be found in the Appendix.

The North End Renewal Project Relocation Plan is divided into six (6) additional Subsections as follows:

8.2 Identification of Businesses/Non-Profits by Project Area;

8.3 Non-Residential Relocation Assistance Advisory Plan;

8.4 Anticipated Non-Residential Relocation Expenses by Project Area;

8.5 Identification of Residential Units;

8.6 Residential Relocation Assistance Advisory Plan; and,

8.7 Anticipated Residential Relocation Expenses by Project Area.

8.2 Non-Residential Relocation Plan—Identification of Businesses/Non-Profits

The twenty-two (22) non-residential concerns (businesses and non-profit entities) which would be relocated are situated in four of the five Project Areas, "A", "B", "C", & "D," as identified below.

Note: The identification of the maximum of 22 businesses/non-profit entities includes current non-residential vacancies. However, the 22 business/non-profit entities identified do not include the relocation of the following: the existing Courthouse from deKoven Drive (which accounts for the entire Project Area "E") to One Court Street; the relocation of the Probate Court and adjunct state offices from the 90 Court Street building (located within Project Area "D") to One Court Street; and the relocation of the Middletown Transit District's bus terminal (also located in Project Area "D"). It is safe to assume that the Middletown Transit District, being a City agency, would relocate voluntarily to accommodate an approved City improvement project.

An overall, basic in-house survey, conducted by City staff members, resulted in the identification of the following twenty-two non-residential uses/vacancies in the Project Areas as follows:

<u>PROJECT AREA "A"</u>				
<u>MAP</u>	<u>BLOCK</u>	<u>LOT</u>	<u>ADDRESS</u>	<u>CURRENT USE</u>
22	17-29	6	48 Rapallo Avenue	Commercial/Vacant
22	17-29	6A & 6B	46 Rapallo Avenue	Commercial/Vacant
22	17-29	7	36-38 Rapallo Ave.	Commercial/Vacant
22	17-29	8	10 Rapallo Avenue	Commercial/Fox-Becker Serry Monuments

PROJECT AREA "B"

<u>MAP</u>	<u>BLOCK</u>	<u>LOT</u>	<u>ADDRESS</u>	<u>CURRENT USE</u>
22	17-35	2	613-617 Main St.	St. Vincent de Paul Place: Non-Profit Soup Kitchen and Offices

PROJECT AREA "C"

<u>MAP</u>	<u>BLOCK</u>	<u>LOT</u>	<u>ADDRESS</u>	<u>CURRENT USE</u>
22	17-37	33	56 Ferry Street	Marino's Restaurant
22	17-37	34	Ferry Street	Marino's Bakery
22	17-37	37	64-66 Ferry St.	Kathleen's, a delicatessen restaurant

PROJECT AREA "D"

<u>MAP</u>	<u>BLOCK</u>	<u>LOT</u>	<u>ADDRESS</u>	<u>CURRENT USE</u>
22	17-52	10	350-354 Main St.	Capitol Liquor Lobby Front) Vacant Commercial Office (2 nd Floor)
22	17-52	7	340 Main Street	Bus Terminal
22	17-52	48*	122-128 Court St.	Insurance & Real Estate Center
(*refer to 5) a.k.a. 330 Main Street)				
22	17-52	47	114-116 Court St.	Valentino's Cafe?
22	17-52	46	106-110 Court St.	Commercial (two vacant spaces plus vacant garage)
22	17-52	45	102-104 Court St.	Commercial (vacant plus vacant garage)
22	17-52	44	90 Court Street	Commercial/Courthouse Jane's Hair Fashions Artisan Jewelers U.S. Rep. Gejdenson AM Realty Probate Court and Offices/Services
22	17-52	43A & 43	Court Street	1.67 acres (no bldgs.)

PROJECT AREA "D" (CONT'D)

<u>MAP</u>	<u>BLOCK</u>	<u>LOT</u>	<u>ADDRESS</u>	<u>CURRENT USE</u>
22	17-52	42	74 Court Street	Commercial/Retail Big Apple Restaurant Attorneys Shapiro & Shapiro Weight Watchers CT Association of Highways

PROJECT AREA "E"

<u>MAP</u>	<u>BLOCK</u>	<u>LOT</u>	<u>ADDRESS</u>	<u>CURRENT USE</u>
22	17-52	A	deKoven Drive	Courthouse

Project relocation staff will be required to follow the Non-Residential Relocation Assistance Advisory Plan as described in Section 8.3.

8.3. Non-Residential Relocation Assistance Advisory Plan

8.3.1 Surveys to Determine Relocation Needs

Phase I Surveys

Interviews will be conducted by the Department of Planning, Conservation, and Development staff with individual business concerns located within each Project Area proposed for activity at the earliest possible time during the planning phase of that activity. These surveys will be

designed to determine the characteristics of each concern that would relate to its possible relocation. These characteristics include tenure, space requirements, number of employees, relocation plans, location preferences, etc. The data to be compiled will be documented on the "Site Occupant Record, Nonresidential," Appendices 1 and 2.

Phase II Surveys

Additional surveys will be made of all occupants of properties to be acquired at the time of the beginning of activity in that area. These surveys will bring up to date the information gathered in the Phase I surveys, and will be more detailed in regard to the specific situation and relocation factors of each concern to be relocated.

8.3.2 Information Program and Field Office

An informational letter for non-residential occupants will be delivered to all non-residential site occupants by the **Department of Planning, Conservation, and Development** at the time of approval of a project contract with the City. This letter will include at least the following elements:

- a. A complete description of the nature and types of activities that will be undertaken, including delineation of clearance, rehabilitation, conservation, and code enforcement areas;
- b. An indication of the availability of relocation payments, including the types of payments, the general eligibility criteria for non-residential occupants, and a precaution that premature moves might make concerns ineligible for benefits;
- c. A statement that no concern lawfully occupying property will be required to move without at least ninety (90) days written notice.
- d. A map, with clear explanation, showing the boundaries of the Project Area;
- e. A statement of the purpose of the non-residential relocation program with a brief summary of the sources and aids available, including a statement that the

Department of Planning, Conservation, and Development will provide maximum assistance in locating non-residential relocation sites;

f. Encouragement to site occupants to visit the Department of Planning, Conservation, and Development, to cooperate with the staff to seek their own relocation accommodations, and to notify the Department of Planning, Conservation, and Development prior to their move;

g. A statement that the Department of Planning, Conservation, and Development will provide assistance to concerns in obtaining locations of their choice, including assistance in the referral of their complaints of discrimination to the State Human Rights Commission;

h. A summary of the Agency's eviction policy; and

i. The address, telephone numbers and hours of the Department of Planning, Conservation, and Development.

8.3.3 Services to be Provided to Non-Residential Concerns

Representatives of the Department of Planning, Conservation, and Development will periodically visit or call non-residential concerns being displaced in order to consult with them regarding their relocation. These consultants will keep up to date the information gathered in earlier surveys or by consultants, and will enable the Department of Planning, Conservation, and Development and these concerns to exchange information on new non-residential listings, listings found to be unsuitable by the concern, and other opportunities or problems involved.

Current Information on Relocation Sites and Referrals

The Department of Planning, Conservation, and Development will be responsible for assembling data relating to relocation sites for non-residential concerns.

a. General Data

The Department of Planning, Conservation, and Development will continuously collect current information on the availability, costs, and floor space of comparable relocation sites. It will do this through a systematic review of all advertised vacancies and through direct appeals through agents, brokers, and the news media for vacancy listings.

b. Economic Information

Whenever and as often as it is deemed necessary and feasible by the Department of Planning, Conservation, and Development, studies will be conducted and data compiled relating to the various economic and growth potential factors of non-residential vacancies and building sites. The study will include such elements as property values, growth potentials, zoning ordinances, and other general and economic information concerning individuals sites and/or areas within the City and the surrounding area. This study would be augmented or replaced by any related factors of a Land Utilization and Marketability Study or Economic and Market Analysis Study that may have been conducted for a project or program.

Listings and Referrals

The Department of Planning, Conservation, and Development will maintain an up-to-date file of all known and potential non-residential vacancies and sites for referral to relocating concerns. These listings will include all available information concerning each potential location and the results of whatever economic studies may have been conducted.

Referrals

Relocating concerns will receive, in person or by mail, copies of the relevant listings of available locations that are comparable and suitable. The Department of Planning, Conservation, and Development will also assist, through consultation with the relocating concern, with other considerations or discussion of sites. In the course of these referrals and consultations, the Department of Planning, Conservation, and Development will avoid involvement in or interference with the relocating concern's daily operations or its decisions.

8.3.4 Procedures for Making Relocation Payments Eligibility

Relocation payments will be made to all eligible project or program area occupants under the provisions of the Uniform Relocation Assistance Act and the State of Connecticut Public Act 838 and carried out in accordance with the policies, procedures and requirements therein.

Notification to Persons in Area

The Department of Planning, Conservation, and Development will notify, in person or by mail at the earliest possible time, all non-residential concerns that may be displaced by project or program activities of the availability of relocation payments, the office where detailed information about the program may be obtained, and the dates governing eligibility for the payments.

Assistance in Making Claims

Upon request of a claimant, the Department of Planning, Conservation, and Development will provide assistance in the preparation of claims for relocation payments. The occupant will be required to utilize the claim forms entitled "Claim for Fixed Payment in Lieu of Payment for Actual Moving and Related Expenses," Appendices 3 and 4 and "Claim for Actual Reasonable Moving and Related Expenses," Appendices 5-8.

Time Limit for Submission of Claims

Claims for relocation payments must be submitted by the business concern within six (6) months of the date of the claimant's displacement.

8.3.5 Review

Determining Eligibility

The Department of Planning, Conservation, and Development will be responsible for determining the eligibility of a claim for, and the amount of, payment in accordance with Federal and State regulations and procedures. Once the final determination is made, there will be no adjustment of the amount for any reason unless an error is detected, or the Agency is directed by the Federal and State governments or a court to make an adjustment as a result of a review of a claimant's grievance.

Relocation Payments Documentation

The Department of Planning, Conservation, and Development will maintain in its files complete and proper documentation supporting the determination made with respect to each claim. The determination will be made or approved by the Chairman of the Redevelopment Agency, and the Mayor of the City of Middletown and/or a duly authorized designee.

8.3.6 Prior HUD Approval

Not applicable unless Federal funds are utilized. If Federal dollars are used, HUD approval will be sought as applicable.

8.3.7 Payment of Claims

All non-residential relocation payments will be made in accordance with the regulations, guidelines, and procedures promulgated by Federal and State Law.

Eligible businesses may choose to claim either reimbursement for real moving and related expenses and real property loss or a fixed payment in lieu of real moving expenses. The fixed payment will not exceed \$20,000.

Timing of Payment

A payment will be made by the Agency as promptly as possible after a claimant's eligibility has been determined. Advance payments may be made in hardship cases if the Agency determines such advances to be appropriate (e.g., the claimant needs money for security deposit on a replacement site).

Set-Off Against Claim

In instances where otherwise eligible claimants have unpaid financial obligations to the Agency, the Agency may set off these obligations against the claimant's relocation payments.

8.3.8 Procedures to Avoid Duplicate Payments

Any person who receives a relocation payment as part of an eminent domain award, under State Laws governing same, shall not receive a duplicate relocation payment to which he may be entitled under these guidelines.

8.3.9 Payments Not to be Considered as Income

Federal and State regulations provide that relocation payments are not to be considered as income for Federal Income Tax purposes or for determining eligibility or extent of eligibility of a person under the Social Security Act or any other Federal Law.

8.3.10 Termination of Relocation Assistance

The Department of Planning, Conservation, and Development will provide assistance to non-residential concerns until permanent relocation has been successfully achieved and all relocation payments have been made. In general, the only circumstances under which the Agency's obligation ceases are the following:

- a. The business concern or non-profit organization has received all assistance and payments to which it is entitled and has either has successfully relocated or ceased operations;
- b. The site occupant refuses to accept one or a reasonable number of offers of accommodations meeting the Agency's relocation standards. (In the case of continuous refusal to admit a relocation interviewer who attempts to provide assistance, visits the site occupant at reasonably convenient times, and has, whenever possible, given notice of his intention to visit the site occupant, the

Agency and/or its staff shall write, telephone, or take other reasonable steps to communicate with the site occupant before terminating assistance.)

8.3.11 Eviction Policy

Site occupants will be evicted only as a last resort. Eviction in no way effects the eligibility of non-residential concerns for relocation payments. The Department of Planning, Conservation, and Development records will be documented to reflect the specific circumstances surrounding the eviction from Agency-acquired property. Eviction shall be undertaken only for one or more of the following reasons:

1. refusal to accept one of a reasonable number of offers or accommodations meeting the Agency's relocation standards; or,
2. the eviction is required by State or local Law and cannot be prevented by the Agency.

8.3.12 Relocation Records and Reports

The Department of Planning, Conservation, and Development will keep up-to-date records on the relocation of all site occupants. These records shall be retained for inspection and audit for a period of three (3) years following completion of the project or program or the completion of relocation payments, whichever is later. All of the information will be compiled on a "Non-Residential Relocation Management Report," Appendix 9.

Relocation Record

The Department of Planning, Conservation, and Development will develop and also maintain a relocation record, beginning with the information secured during the first interview to assess the needs of the displaced occupant. The record shall contain all data relating to relocation of the displaced occupant, including the nature and dates of services that are provided, the type and amount of relocation payments made and the location to which those displaced are relocated, including a description and/or inspection certificate for the accommodation.

8.4 Anticipated Non-Residential Relocation Expenses

The total expense to relocate a maximum of twenty-two (22) non-residential business/non-profit entities in the project areas is estimated at \$460,00. This figure reflects anticipated expenditures to cover the relocation of twenty-two "small"¹ businesses at the maximum eligible fixed payment of \$20,000. It is important to note that in several cases the City may be required to pay only actual costs, which could range from \$1,000 to \$19,999.

The anticipated non-residential relocation expenses by project area are as follows:

Project Area "A"	\$ 80,000
Project Area "B"	\$ 20,000
Project Area "C"	\$ 60,000
Project Area "D"	\$300,000
Project Area "E"	-0-

Total:	\$460,000
--------	-----------

8.5 Residential Relocation Plan—Identification of Housing Units

The 101 residential housing units that would be relocated are situated in three of the five Project Areas, "B", "C", & "D," as identified below.

An overall, basic in-house survey, conducted by City staff, resulted in the identification of the 101 residential housing units in the following respective Project Areas as follows:

PROJECT AREA "A"

<u>MAP</u>	<u>BLOCK</u>	<u>LOT</u>	<u>ADDRESS</u>	<u>NO. OF UNITS,</u> <u># OF ROOMS, RENT</u>
NO RESIDENTIAL UNITS				

PROJECT AREA "B"

22	17-35	1	601-607 Main Street	78 SRO Units
----	-------	---	---------------------	--------------

¹ Employing fewer than 500 persons

			and Liberty Street	\$250-\$300
22	17-35	47	12 Liberty Street	Single-Family Home and Garage

PROJECT AREA "C"

22	17-37	32	44-46 Ferry Street	6 Units: (3) One-bedroom \$350/\$375/\$425 (1) Two-bedroom \$400 (2) Three-bedroom \$500/\$550
22	17-37	34	54-56 Ferry Street (rear)	2 Units: (2 vacant*) (*under renovation)
22	17-37	34	54-56 Ferry Street (front)	2 Units: (2 vacant*) (*under renovation)

PROJECT AREA "C" CONT'D

22	17-37	35	58 Ferry Street	4 Units: (3) Three-bedroom \$490/\$501/\$632/?
22	17-37	36	60-62 Ferry Street	4 Units: (1) One-bedroom/\$400 (3) Three-bedrooms \$450/\$480/\$500
22	17-37	37	64-66 Ferry Street	2 Units:

(2) One-bedrooms
\$325/\$350

PROJECT AREA "D"

22 17-52 47 114-116 Court Street 1 Unit Vacant

22 17-52 45 102-104 Court Street 1 Unit Vacant
Plus Garage

PROJECT AREA "E"

NO RESIDENTIAL UNITS

Once the proposed North End Renewal Plan is approved by the Common Council of the City of Middletown, project relocation staff will be required to follow the Residential Relocation Assistance Advisory Plan as described in Section 8.6.

8.6 Residential Relocation Assistance Advisory Plan

8.6.1 Survey to Determine Relocation Needs

a. Surveys and Consultations With Residential Occupants

A meeting with each household will be conducted by the Department of Planning, Conservation, and Development staff and/or a designated tenant advocate prior to the start of any activity in a project area(s) and at the earliest possible time during the planning phase of that activity. These meetings will be designed to determine the tenant needs of each household that will be displaced and to record data as to the number of rooms, special needs, location preferences, etc. The data to be compiled will be documented on the "Site Occupant Record—Residential," Appendices 10 and 11.

b. Social Service Special Needs Assessment

If the designated tenant advocate determines that the tenant's needs surpass the amenities and services offered in traditional rental housing, a tenant needs assessment will be conducted by an appropriate public service professional/provider, as recommended by the tenant advocate.

The tenant needs assessment—a more detailed survey—will cite the specific needs of each such household/tenant. These data will be compiled in cooperation with the tenant advocate.

8.6.2. Information Program and Relocation Office

An informational letter for residential occupants will be delivered to all residential site occupants by the **Department of Planning, Conservation, and Development** at the time of approval of the North End Renewal Plan by the City of Middletown. This letter/notice will include at least the following information:

- a. A complete description of the nature and types of activities which will be undertaken in the Project Area, including delineation of clearance, rehabilitation, conservation, and code enforcement areas, and a map showing the Project Area boundaries; and
- b. The notice to persons to be displaced shall:
 - 1) Explain that a project has been proposed and caution the person not to move before the project is approved and the person receives a notice of eligibility for relocation assistance; and
 - 2) Generally describe the relocation payments for which the person may be eligible, the basic conditions of eligibility, and the procedures for obtaining the payments; and
 - 3) Inform the person that he or she will be given reasonable relocation advisory services, including referrals to replacement properties, help in filing payment claims, and other necessary assistance to help the person successfully relocate; and
 - 4) Inform the person that he or she will not be required to move without at least 90 days' advance written notice and inform any person to be displaced from a dwelling that he or she will not be required to vacate the property earlier than 90 days after at least one comparable replacement dwelling has been made available; and
 - 5) Describe the person's right to appeal the Agency's determination as to the person's eligibility for relocation assistance or the amount of such assistance. When applicable, explain a residential occupant's right to appeal the

acceptability of the comparable replacement dwelling(s) to which the person has been referred.

c. Notice of Eligibility for Relocation Assistance. This notice shall:

1) Inform the person of his/her eligibility for relocation assistance, effective on the date of the initiation of negotiations—utilizing the "Guideform Notice of Eligibility for Relocation Assistance, Residential Tenant," Appendices 12 and 13 or, in the case of homeowners, a "Guideform Notice of Eligibility for Relocation Assistance, 180-Day Homeowner," Appendices 14 and 15.

2) Describe the assistance, the estimated amount of assistance, and the procedures for obtaining the assistance.

d. Ninety-Day Notice (Covers Persons to be Displaced)

1) General: No lawful occupant to be displaced shall be required to move unless he or she has received at least 90 days' advance written notice of the earliest date by which he or she may be required to move.

2) Timing of Notice: The 90-day notice shall not be given before the person is issued a notice of eligibility for relocation assistance. A person to be displaced from a dwelling shall not be issued a 90-day notice before a comparable replacement dwelling has been made available.

3) Content of Notice: The 90-day notice shall either: a) state the specific date by which the property must be vacated; or, b) specify the earliest date by which the occupant may be required to move and indicate that the occupant will receive a vacate notice indicating, at least 30 days in advance, the specific date by which he or she must move.

4) Urgent Need: In unusual circumstances, an occupant may be required to vacate the property on less than 90 days' advance written notice if the Agency determines that a 90-day notice is impracticable, such as when the person's continued occupancy of the property would constitute a substantial danger to health or safety. A copy of the Agency's determination shall be included in the applicable case file.

5) Notice Not Required: The 90-day notice need not be issued if a) there is no structure, growing stock, or personal property on the real property, or b) the occupant

makes an informed decision to relocate and vacates the property without prior notice, or c) the occupant owns the property and enters into a negotiated agreement for delivering possession of the property (e.g., delivery of possession is specified in the purchase contract), or d) the occupant will not qualify as a displaced person.

6) Delivery of Notices

Each notice shall be sent by certified mail, return receipt requested. Each notice shall indicate the name and telephone number of a person who may be contacted for answers to questions or other needed help.

8.6.3 Replacement Housing Assistance

a. Written Notice of Comparable Replacement Dwelling: No tenant to be displaced shall be issued a 90-day notice until such tenant has been given a written notice of a "comparable replacement" dwelling.

b. Definition of Comparable Replacement:

1) Decent, safe and sanitary.

2) Functionally equivalent to the displaced dwelling. The term "functionally equivalent" means that it performs the same function, provides the same utility, and is capable of contributing to a comparable style of living. While a comparable replacement dwelling need not possess every feature of the displaced dwelling, the principal features must be present. Generally, functional equivalency is an objective standard reflecting the range of purposes for which the various physical features of a dwelling may be used. However, when determining whether a replacement dwelling is functionally equivalent to one displaced dwelling, the City may consider reasonable trade-offs for specific features when the replacement unit is "equal to or better than" the displaced dwelling.

3) Examples of Trade-Offs: If the displaced dwelling contains a pantry, and a similar dwelling with a pantry is not available, a replacement dwelling with ample kitchen cupboards may be acceptable. Insulated and heated space in a garage might prove an adequate substitute for basement workshop space. A dining area may substitute for a separate dining room. Under some circumstances, attic space could substitute for basement space for storage purposes, and vice versa. Generally, a comparable replacement dwelling must contain

approximately the same amount of space as the displaced dwelling. However, when the displaced dwelling is dilapidated, a smaller "decent, safe, and sanitary" replacement dwelling (which by definition is "adequate to accommodate the displaced person") may be determined to be functionally equivalent to the displaced dwelling.

4) In an area not subject to unreasonable adverse environmental conditions from either natural or human sources.

5) Currently available to the displaced person. A dwelling is considered "available" if the person is informed of the location of the dwelling; has sufficient time to negotiate and enter into a purchase agreement or lease for the dwelling; and, subject to reasonable safeguards, is assured of receiving the relocation assistance and acquisition payment, if applicable, in sufficient time to complete the purchase or lease.

a) If the person does not receive a government housing subsidy before displacement, the comparable replacement dwelling must be available on the private market and not require a government housing subsidy.

b) A comparable replacement dwelling for a person receiving government housing assistance before displacement may reflect similar government housing assistance, such as:

- A government-owned public housing unit may qualify as a comparable replacement dwelling only for a person displaced from a public housing unit.
- A privately owned dwelling with a project-based housing subsidy (i.e., subsidy tied to the unit) may qualify as a comparable replacement dwelling only for a person displaced from a similarly subsidized unit or government-owned public housing unit.
- A privately owned dwelling made affordable by a housing program subsidy to a person (i.e., subsidy not tied to the building), such as Section 8 Existing Housing Program Certificate or Housing Voucher, may qualify as a comparable replacement dwelling for a person receiving a similar subsidy before displacement or displaced from a unit with a project-based subsidy.

8.6.4 Replacement Housing Referrals

Gathering information on Replacement Housing will be the responsibility of the City. The City will also compile and assemble data relating to relocation sites for residential concerns.

a. Current Information

The Department of Planning, Conservation, and Development will continuously collect current information on the availability of rental units, rental costs, and room size of comparable relocation sites. It will do this through a systematic review of all advertised vacancies; direct appeals through agents, brokers, and the news media for vacancy listings.

b. Economic Information and Listings

Whenever and as often as it is deemed necessary and feasible by the Department of Planning, Conservation, and Development, studies will be conducted and data compiled relating to the current residential rental costs; see the Newspaper Rent Survey on page 71.

c. Referrals

Relocating concerns will be notified of available locations that are comparable and suitable by providing them, in person or by mail, with copies of the relevant listing sheets. The Department of Planning, Conservation, and Development will also assist, through consultation with the relocating concern, with other considerations or discussion of sites. In the course of these referrals and consultations, the Department of Planning, Conservation, and Development will avoid involvement in or interference with the relocating concern's daily operation or its decisions.

8.6.5 Procedures for Making Relocation Payments Eligibility

Relocation payments will be made to all eligible project or program area occupants under the provisions of the Uniform Relocation Assistance Act and Chapter 135 of the Connecticut General Statutes, carried out in accordance with the policies, procedures, and requirements contained therein.

Notification to Persons in Area

Again, the Department of Planning, Conservation, and Development will notify, in person or by mail at the earliest possible time, all residential tenants who will be displaced by project.

Relocation payment eligibility and the office where detailed information about the project may be obtained will also be described in the notice to tenants.

NEWSPAPER RENT SURVEY

(Source: Middletown Press)

(MIDDLETOWN ONLY)

Day of

<u>Publication</u>	<u>Eff.</u>	<u>1 Br.</u>	<u>2 Br.</u>	<u>3 Br.</u>	<u>4 Br.</u>	<u>5 Br.</u>
--------------------	-------------	--------------	--------------	--------------	--------------	--------------

5/2/92

<u>Total Avg. Rent</u>	<u>0</u>	<u>\$524</u>	<u>\$596</u>	<u>\$727</u>	<u>0</u>	<u>0</u>
------------------------	----------	--------------	--------------	--------------	----------	----------

5/9/92

<u>Total Avg. Rent</u>	<u>\$425</u>	<u>\$489</u>	<u>\$618</u>	<u>\$722</u>	<u>0</u>	<u>0</u>
------------------------	--------------	--------------	--------------	--------------	----------	----------

5/16/92

<u>Total Avg. Rent</u>	<u>\$423</u>	<u>\$503</u>	<u>\$612</u>	<u>\$665</u>	<u>0</u>	<u>0</u>
------------------------	--------------	--------------	--------------	--------------	----------	----------

5/23/92

<u>Total Avg. Rent</u>	<u>\$410</u>	<u>\$499</u>	<u>\$609</u>	<u>0</u>	<u>\$795</u>	<u>0</u>
------------------------	--------------	--------------	--------------	----------	--------------	----------

5/30/92

<u>Total Avg. Rent</u>	<u>\$410</u>	<u>\$487</u>	<u>\$609</u>	<u>\$775</u>	<u>0</u>	<u>0</u>
------------------------	--------------	--------------	--------------	--------------	----------	----------

6/6/92

<u>Total Avg. Rent</u>	<u>\$425</u>	<u>\$488</u>	<u>\$625</u>	<u>0</u>	<u>0</u>	<u>0</u>
------------------------	--------------	--------------	--------------	----------	----------	----------

6/13/92

<u>Total Avg. Rent</u>	<u>\$395</u>	<u>\$494</u>	<u>\$567</u>	<u>\$655</u>	<u>0</u>	<u>0</u>
------------------------	--------------	--------------	--------------	--------------	----------	----------

6/20/92

<u>Total Avg. Rent</u>	<u>\$395</u>	<u>\$479</u>	<u>\$591</u>	<u>\$650</u>	<u>0</u>	<u>0</u>
------------------------	--------------	--------------	--------------	--------------	----------	----------

6/27/92

<u>Total Avg. Rent</u>	<u>\$410</u>	<u>\$509</u>	<u>\$598</u>	<u>\$700</u>	<u>0</u>	<u>0</u>
------------------------	--------------	--------------	--------------	--------------	----------	----------

7/6/92

<u>Total Avg. Rent</u>	<u>\$425</u>	<u>\$466</u>	<u>\$580</u>	<u>0</u>	<u>0</u>	<u>0</u>
------------------------	--------------	--------------	--------------	----------	----------	----------

OVER-ALL

<u>AVG. RENT</u>	<u>\$413</u>	<u>\$494</u>	<u>\$601</u>	<u>\$699</u>	<u>\$795</u>	<u>0</u>
------------------	--------------	--------------	--------------	--------------	--------------	----------

TOTAL UNITS	13	122	107	11	1	0
-------------	----	-----	-----	----	---	---

AVERAGE

UNITS/WEEK	1.3	12.20	10.70	1.10	0.10	0
------------	-----	-------	-------	------	------	---

Assistance in Making Claims

Upon request of a claimant, the Department of Planning, Conservation, and Development will provide assistance in the preparation of claims for relocation payments. The occupant will be required to utilize the claim forms entitled "Claims for Rental or Purchase Assistance," Appendices 16 and 17, and "Claim for Reasonable Moving and Related Expenses, Families and Individuals," Appendices 18 and 19.

Time Limit for Submission of Claims

Claims for relocation payments must be submitted by the tenant/head of household within six (6) months of the date of the claimant's displacement.

8.6.6 Review

Determining Eligibility

The Department of Planning, Conservation, and Development will be responsible for determining the eligibility of a claim for, and the amount of, payment in accordance with Federal and State regulations and procedures. Once the final determination is made, there will be no adjustment of the amount for any reason, unless an error is detected, or the City is directed by the Federal and State governments or a court to make an adjustment as a result of a review of a claimant's grievance.

Relocation Payments Documentation

The Department of Planning, Conservation, and Development will maintain in its files complete and proper documentation supporting the determination made with respect to each claim. The determination will be made or approved by the Chairman of the Redevelopment Agency, and the Mayor of the City of Middletown and/or a duly authorized designee.

8.6.7 Prior HUD Approval

Not applicable unless Federal funds are utilized. If Federal dollars are used, HUD approval will be sought as applicable.

8.6.8 Payment of Claims

All residential relocation payments will be made in accordance with the regulations, guidelines, and procedures promulgated by Federal and State Law.

Timing of Payment

A payment will be made by the City as promptly as possible after a claimant's eligibility has been determined. Advance payments may be made in hardship cases or as required by State Law, if the City determines such advances to be appropriate (e.g., the claimant needs money for a security deposit on a replacement site).

Set-Off Against Claim

In instances where otherwise eligible claimants have unpaid financial obligations to the City, the City may set off these obligations against the claimant's relocation payments.

8.6.9 Procedures to Avoid Duplicate Payments

Any person who receives a relocation payment as part of an eminent domain award, under the State Laws governing same, shall not receive a duplicate relocation payment to which he may be entitled under these guidelines. However, the City may make a relocation payment for any difference between the relocation payment prescribed by the court and the amount to which such person is entitled under these guidelines.

8.6.10 Payments Not to be Considered as Income

Federal and State regulations provide that relocation payments are not to be considered as income for Federal Income Tax purposes or for determining eligibility or extent of eligibility of a person under the Social Security Act or any other Federal Law.

8.6.11 Termination of Relocation Assistance

The Department of Planning, Conservation, and Development will provide assistance to residential concerns until permanent relocation has been successfully achieved and all relocation payments have been made. In general, the only circumstances under which the City's obligation ceases are the following:

- a. The tenant received all assistance and payment to which it is entitled and has either been successfully relocated or ceased operations;

- b. The site occupant refuses to accept one or a reasonable number of offers of accommodations meeting the City's relocation standards. (In the case of continuous refusal to admit a relocation interviewer who attempts to provide assistance, visits the site occupant at reasonably convenient times and has, whenever possible, given notice of his intention to visit the site occupant, the City and its staff shall write, telephone, or take other reasonable steps to communicate with the site occupant before terminating assistance.)

8.6.12 Eviction Policy

Site occupants will be evicted only as a last resort. Eviction in no way effects the eligibility of residential concerns for relocation payments. The Department of Planning, Conservation, and Development records will be documented to reflect the specific circumstances surrounding the eviction from City-acquired property. Eviction shall be undertaken only for one or more of the following reasons:

- a. refusal to accept one of a reasonable number of offers of accommodations meeting the City's relocation standards; or
- b. the eviction is required by State or local law and cannot be prevented by the City.

8.6.13 Relocation Records and Reports

The Department of Planning, Conservation, and Development will keep up-to-date records on the relocation of all site occupants. These records shall be retained for inspection and audit for a period of three (3) years following completion of the project or program or the completion of relocation payments, whichever is later. All of the information will be compiled on a "Residential Relocation Management Report," Appendix 20

Relocation Tenant File from Start to Finish

The Department of Planning, Conservation, and Development will develop and also maintain a relocation record, beginning with the information secured during the first interview, to assess the needs of the displaced occupant. The record shall contain all data relating to relocation of the displaced occupant, including the nature and dates of services that were provided, the type and amount of relocation payments made and the location to which those

displaced are relocated, including a description and/or inspection certificate for the accommodation.

8.7 Anticipated Residential Relocation Expenses

The maximum anticipated total expense to relocate a maximum of 100 multi-family tenant households and one single-family dwelling owner-occupied household in the proposed project areas is estimated at \$592,500.

This figure is based on the maximum payments of: \$5,200 rental assistance per tenant/household, plus a \$200 dislocation payment and \$300 moving expense payment per household (\$5,700 per household x 100 households = \$57,000); and, a \$22,500 housing replacement payment for the one (1) single-family owner occupant.

It is important to note that in some cases the City may be required to pay only the \$200 dislocation payment plus the actual moving costs, which could range from \$50 to \$300, and no rental assistance payment would be required.²

The anticipated residential relocation expenses, by project area, are as follows:

Project Area "A"	\$ -0-
Project Area "B"	\$467,100
Project Area "C"	\$114,000
Project Area "D"	\$ 11,400
Project Area "D"	-0-
<hr/>	
Total:	\$592,500

² If replacement housing is subsidized and/or operated by a non-profit housing corporation, tenant relocation might not involve an increase in monthly rental costs.

SECTION 9

ACTIVITY SUPPLEMENTS

(Revised 6/28/93)

9. ACTIVITY SUPPLEMENTS

9.1 Principles

In accordance with the procedures in Section 10 of this Plan, one or more Activity Supplements may be added to and made a part of this Plan, in order to set forth particular activities and detailed plans. Activity Supplements shall be in general accord with this Plan and may cover elements such as, but not limited to, the following:

9.1.1 Rehabilitation

a section or sections of the Project Area where financial assistance for property rehabilitation may be made available for the Agency, or the City of Middletown, and specifying the following:

9.1.1.1 The standards applicable to rehabilitation of properties, including the deficiencies to be eliminated and objectives to be achieved; and

9.1.1.2 Any conditions under which properties identified in the Supplement for rehabilitation may be acquired by the Agency for rehabilitation by the Agency or others.

9.1.2 Profile of Design Review Guidelines

It is the purpose of this section to encourage rehabilitation and compatible new development within the North End/CBD Urban Renewal Area and the coterminous DOH approved Housing Development Zone. The provisions of these regulations in this Project Area are intended to promote moderate-scale, mixed-use developments within the Urban Renewal/Housing Development Zone to provide new retail, residential, and office opportunities consistent with the land uses, zoning, and historical character cited in this report. By reference, all other sections of the approved North End/CBD Urban Renewal Plan are incorporated into these guidelines, in particular, Section 4, Development Objectives, and Section 6, Proposed Land Use Plan.

9.1.2.1 Basic Principles of Rehabilitation Design Standards

The following principles are to be incorporated in the review of plans in order to retain the positive design characteristics of the downtown's existing architecture, and to encourage successful renovations. Basic principles include:

- Strengthening the architectural integrity and design unity of individual facades;
- Creating store fronts that add interest, activity, and comfort to the street environment; and
- Emphasizing compatibility of design, scale, materials, and colors with adjacent building(s) to create a harmonious streetscape.

To maintain an overall continuity, the Preservation Board, acting as the Design Advisory Board, shall serve in an advisory capacity to the Middletown Redevelopment Agency for review of planned renovation or construction of each building within the Project Area. To sustain the architectural integrity of the Project Area, the Board will look for adherence to a set of established general design standards, that will include signage. The intent is to encourage retention and use of existing exterior historical features. However, some discretion may be required for financial purposes and with respect to building interiors as a result of space requirements, density, etc. The following considerations are incorporated in the Design Review Guidelines:

- All buildings, and structures shall be recognized as products of their own time. Alterations that have no historical basis and that seek to create an anachronistic appearance shall be discouraged.
- The distinguishing original qualities or character of a building or structure and its environment shall not be destroyed. The removal or alteration of any historic materials or distinctive architectural features should be avoided when possible.
- Changes that may have taken place in the course of time are evidence of the history and development of a building or structure and its environment. These changes *may* have acquired significance in their own right, and this significance shall be recognized and respected.
- Distinctive stylistic features or examples of skilled craftsmanship that characterize a building or structure shall be treated with sensitivity.
- Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new

materials should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by reference to historical, physical, or pictorial evidence rather than to conjectural designs or the availability of different architectural elements from other buildings or structures.

- The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the building materials shall not be undertaken. Use of a neutral solvent and steam is encouraged.
- Retain distinctive features such as the color and materials of buildings, including roofs, porches, and stairways that give a building, and the neighborhood, its distinguishing character.
- Retain the original or early color and texture of masonry surfaces, including early signage, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.
- Repoint only those mortar joints where there is evidence of moisture problems or when so much mortar is missing that water can enter the mortar joint. Attempt to duplicate old mortar in composition, color, and texture, as well as in joint size, method of application, and joint profile.
- Replace missing significant architectural features, such as cornices, brackets, railings, and shutters.
- Replace deteriorated roof coverings with new materials that match the old in composition, size, shape, color, and texture.
- Preserve, or replace where necessary, all architectural features that give the roof its essential character, such as dormer windows, cupolas, chimneys, cresting, weather vanes, gutters, downspouts, and lighting rods.
- Retain and repair existing window and door openings, including window sash, glass, lintels, sills, architraves, shutters, doors, pediments, hoods, steps, and all hardware.

- Use original doors and door hardware when they can be repaired and reused in place.
- Retain porches and steps that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity and, wherever possible, should be retained.
- Discover and retain where possible original paint colors, finishes, and other decorative motifs or, where necessary, replace them with colors or decorative motifs based on the original.
- Retain original architectural metals (cast iron, steel, pressed tin) whenever possible.

Clean, when necessary, with a method that does not abrade the surface.

- Retain and preserve significant architectural wood features whenever possible.

Repair or replace where necessary, deteriorated material that duplicates in size, shape, and texture the old as closely as possible.

9.1.2.2 Design Review Sub-Areas

MX District:

The two (2) MX Districts are generally bounded as follows: to the east by the railroad tracks just east of deKoven Drive, to the north by the northerly street line of Rapallo Avenue, to the west by the rear property lines of properties along the easterly side of Main Street, and to the south by the rear property lines of the lots fronting Washington Street. The northerly MX District is bounded to the east by the railroad tracks just west of Route 9, to the north and west by the northerly and westerly project boundaries; and, to the south by the railroad tracks just north of Rapallo Avenue running east-west.

Among the design guidelines for the MX Districts are the following elements:

- Buildings and structures should be primarily residential in nature, with mixed use allowed;
- The maximum height of structures should be three (3) stories with a two (2) story minimum height;

- Parking should be provided on-site at a rate of two (2) spaces per dwelling unit;
- Lot area, width, and yard requirements should be sufficient to ensure proper design and placement of buildings;
- Ferry/Green Streets and Alsop Avenue should be grouped as primarily residential streets with similar characteristics;
- deKoven Drive should stand alone, since its development is important to the entire neighborhood, particularly north of Washington Street. New buildings along deKoven Drive should face the river, have glass incorporated into their design, and should encourage first-floor commercial space without duplicating Main Street architecture;
- New construction along deKoven Drive should screen the backs and sides of buildings along abutting streets, as they are currently visible from Route 9;
- New development and redevelopment along St. John's and Portland Streets should not be considered in the same context as development activities within the neighborhood of Rapallo, Green, Ferry, Alsop, and deKoven Drive extension.

B-1 District:

The B-1 District is generally bounded along the east by the rear property lines of properties along the easterly side of Main Street and along the northerly side of Washington Street, to the north by railroad tracks north of Rapallo Avenue, to the west by the westerly project boundary, and to the south by the south streetline of Court Street.

Among the design guidelines for this district are the following elements:

- Retain the traditional building scale of Main Street. The maximum height of buildings should be six (6) stories; minimum height should be three (3) stories;
- Along the east side of Main Street north of Washington Street, there should be a straight preservation approach in order to maintain the current feeling of the street;
- There should be a retail presence on the ground floor along the entire length of Main Street;
- Court and Washington Streets, between Main Street and deKoven Drive, may be treated somewhat like Main Street, with infill activity. Where possible, the cornice lines for entire block lengths should be maintained where infill activity is anticipated, so as to avoid a "gap tooth" effect.
- In order to maintain the continuity of development along Main Street and to encourage pedestrian traffic, new curb cuts should be discouraged. Access to parking and service areas should be provided from the side streets and rear parking areas. Any parking facility should be designed to be screened from adjacent properties of a different function by the use of architectural fences or landscape materials.

Main Street Historic District

In addition to the provisions for the B-1 District, the Secretary of the Interior's Standards for Rehabilitation shall prevail in all cases without exception.

9.1.2.3 Design Review Process

In addition to property owners seeking a deferred increased assessment pursuant to Section 28.7 of the Middletown Code of Ordinances, all other property owners seeking to undertake construction activity within the North End/CBD Urban Renewal Area and Housing Development Zone that requires a building permit and is visible from any public place or thoroughfare shall be required to submit plans for review to the Middletown Preservation Board/Design Review Committee. The application procedure for either tax-deferred improvements or non-tax deferred improvements shall be in accordance with a process established by the Building Department, Planning & Zoning Department, Redevelopment Agency, and Preservation Board. Once complete plans are submitted to the Middletown Preservation Board for their review, said Board shall complete their review and submit recommendations within thirty-five (35) days to the Middletown Redevelopment Agency and/or the Planning & Zoning Department.

9.1.3 Acquisition and Clearance

A section or sections of the Project Area where acquisition and clearance for redevelopment is applicable, and specifying the following:

9.1.3.1 The purposes of the acquisition and clearance and the existing conditions that make such activity necessary;

9.1.3.2 Any requirements for non-acquisition of particular properties within the acquisition and clearance area; and

9.1.3.3 The provision to be made for relocation of displaced families, individuals and businesses.

9.1.4 Redevelopment and Land Disposition

Prior to the sale or lease of any land for private reuse and redevelopment and when acquired and cleared under Par. 9.1.3, an Activity Supplement specifying the provisions for land disposition, including the following:

9.1.4.1 The specific land-use designations and standards or controls and other restrictions imposed on land to be offered for sale or lease;

9.1.4.2 Circulation requirements;

9.1.4.3 Statement of obligations imposed on developers and/or sponsors;

9.1.4.4 Statement of urban design objectives or controls;

9.1.4.5 Duration of controls; and

9.1.4.6 A re-use appraisal.

9.1.5. Design

Building and site design and improvement criteria for rehabilitation, conservation and/or new construction, including detailed plans and illustrative layouts for guidance in private development of groups of properties or individual properties.

SECTION 10

OTHER PROVISIONS

10. OTHER PROVISIONS

10.1 General

This Urban Renewal Plan for the Project Area incorporates other provisions necessary to meet requirements of applicable State or local law. The Plan is prepared under Chapter 130 of the Connecticut General Statutes, as amended, and constitutes both a Redevelopment Plan and an Urban Renewal Plan as specified in said Chapter. The other provisions are hereinafter set forth.

10.2 Relocation

A Relocation Plan has been prepared by the Middletown Redevelopment Agency under Chapter 135, CT Department of Housing Uniform Relocation Act, Connecticut General Statutes as required for each acquisition area. New acquisition/relocation areas may be added by activity supplement.

10.3 General Plan

The Urban Renewal Plan substantially conforms to the Plan of Development of the City of Middletown.

10.4 Planning Changes

Such changes in planning as are proposed for the Project Area are set forth in Section 11 of this document.

SECTION 11

AMENDMENTS AND SUPPLEMENTS

11 AMENDMENTS AND SUPPLEMENTS

1.1 General

This North End/CBD Urban Renewal Plan may be amended at any time by the Middletown Redevelopment Agency, provided that, where the amendment will substantially change the Plan, the approval of the amendment shall follow the same procedure as that which governed the adoption of the Plan.

11.2 Activity Supplements

For purposes set forth in Section 9 of this Plan, Activity Supplements may be adopted by the Middletown Redevelopment Agency and made a part of this Plan. The adoption of Activity Supplements shall follow the same procedure as that which governed the adoption of this Plan, but such adoption of an Activity Supplement shall not be considered a modification of this Plan. Activity Supplements may be modified from time to time by the Middletown Redevelopment Agency, provided that where the modification will substantially change such Supplement, the approval of the modification shall follow the same procedure as that which governed the adoption of such Supplement. In addition, if an Activity Supplement that provides for acquisition and clearance of property by the Agency and redevelopment thereof is modified at any time after the lease or sale by the Agency of real property within the area covered by such a Supplement, the modification must be approved by the Common Council and consented to by the owner or owners of such real property covered by such Supplement or his successor or their successors in interest affected by the modification.

11.3 Schedule of Adoption:

1. Forward the Redevelopment Plan to the Planning & Zoning Commission for its study and comments. In addition, request a written opinion of the Middletown Planning and Zoning Commission as to general conformance of the Redevelopment Plan to the Local Plan of Development.
2. Request written approval of the Plan from the City of Middletown Housing Authority.

3. Hold the required Public Hearing. (Publish legal notice at least twice in newspaper of general circulation within municipality. The first publication shall not be less than 2 weeks prior to scheduled hearing date.)

4. Approval of Urban Renewal Plan by Redevelopment Agency by resolution, which finds the following:

a. The area in which the proposed redevelopment is to be located is a redevelopment area;

b. Carrying out the redevelopment plan will result in materially improving conditions within the Project Area;

c. Sufficient living and business accommodations are available within reasonable distance of the Project Area or are provided for in the Redevelopment Plan for persons, families, and businesses displaced by the proposed improvement, at prices or rental within the financial reach of such persons, families, and businesses; and

d. The redevelopment plan is satisfactory as to site planning, relation to the comprehensive or general plan of the municipality and, except when the Redevelopment Agency has prepared the redevelopment plan, the construction and financial ability of the redeveloper to carry it out.

5. Approval of Urban Renewal Plan by Legislative body.

6. Forward the Relocation Plan to the Connecticut Department of Housing for its review and approval by the Commissioner as it pertains to those persons, families, and businesses to be displaced by the Relocation Plan.

SECTION 12

AN IMPLEMENTATION AGENDA FOR THE NORTH END/CBD URBAN RENEWAL PLAN

12. AN IMPLEMENTATION AGENDA FOR THE NORTH END/CBD URBAN RENEWAL

12.1 General

The North End has both the character of a traditional city residential neighborhood and the character of a portion of the City's Central Business District. This mix of identities and functions requires a special balance of public and private activities to accomplish the successful implementation of the plan. In part, the program requires daily emphasis on concentrated code enforcement, the attraction of qualified developers interested in enhancing the historic qualities of the district, new housing programs, and coordinated programs of social services.

In equal measure, however, it must address the treatment of downtown commercial and other city center uses located within the Project Area—major commercial, cultural, and civic proposals that are intended to serve the City as a whole.

12.2 Designation as Urban Renewal Area

Urban redevelopment designation is essential for the Project Area described within this document. Chapter 130, Section 8-124 of the Connecticut General Statutes, as revised, contains the requirements for designation based on applicable measures for the definition of urban blight. As the earlier sections of this document demonstrate, conditions of blight are prevalent in the North End. The blighted conditions within the Project Area can be addressed by only legislative action to provide a redevelopment designation and the thereby enabled mechanisms to apply the power of eminent domain to the acquisition and disposition of properties to qualified public and/or private organizations under the authority of this Plan.

12.3 Special Services District

It is further proposed that efforts be initiated to also designate all or selected portions of the North End as a Municipal Special Services District under the provisions of Chapter 105A of the Connecticut General Statutes, as revised. Designation of significant portions of the Project Area in this manner will facilitate public coordination and public-private partnership in the delivery of social services as well as coordination between the implementation of related social and physical improvement measures. The City may wish to consider expanding the Special Services District throughout the Central Business District. In particular, the delivery of special services to coordinate housing initiatives, social programs, commercial revitalization, and mixed-use development cannot occur without a district method of organization and an agency responsible for measured programs. It is recommended that a Special Services District plan of organization be developed between the City, business organizations active in the Central Business District and property owners in the North End. It would be the responsibility of the district organization, as designated by the City and business and property interests, to coordinate social and physical improvements within the Project Area.

12.3.1 Implementing a Municipal Special Services District

In order to establish a Municipal Special Services District for downtown Middletown and the North End, an ordinance proposing the creation of a district must be passed by the Middletown Common Council and a referendum must be held among property owners of record within the proposed district boundaries. The ordinance creating the district should provide a description of the public services to be coordinated by the district management entity to be established, should provide for the approval of a contract between the city and the entity and should provide for an annual payment of special assessment funds to operate the entity. The referendum must result in acceptance of the district by property holders who collectively represent more than one-half of the total assessed valuation within the proposed area.

In order to develop an appropriate ordinance for Common Council approval, prior to the referendum, the first step should be for the City and the Central Business Bureau to jointly develop a proposal district plan. This would include:

- A statement of the type of services to be coordinated, by the district, which could include development coordination in cooperation with the City and urban renewal agency, promotional activities, and assistance in coordinating social services;
- A statement of the need for a public-private partnership managing entity to be responsible for the work of the district, in the form of a public-purpose non-profit corporation with both public and private representatives;
- A concept plan for the properties to be included within the boundaries of the district and the benefits to be derived by these properties as a result, directly or indirectly, of district programs; and,
- An estimated proposed annual budget for the district and an estimate of the special assessment levy which would be required.

12.4 Design Advisory Board

Public-private partnerships have become an indispensable element in the central area revitalization within American cities. With regard to the Middletown North End/CBD Programs, the partnership, as embodied by the Redevelopment Agency and the Design Advisory Board, is one which can assist all parties in achieving agreement and action.

12.5 Financing

Public project-funding resources should be assembled from a variety of program sources that are appropriate for the North End effort. These include but are not limited to, the continued use of funds from the City's annual Community Development Block Grant entitlement from the U.S. Department of Housing and Urban Development, public improvement financing using City general obligation bonds for eligible housing projects, CT DOH development and rehabilitation programs, Connecticut Department of Economic Development Business

Development Programs and any tax-increment financing as allowed by the Connecticut General Statutes.

Another potential financing mechanism could include dedicating increases in property-tax revenue resulting from development elsewhere in Middletown to public improvements in the Project Area.

12.6 Implementation

Identify first priority acquisition area, assemble project funding and secure appraisals. Conduct acquisition and relocation per Section 7 and 8 of this Plan for designated re-use activities.

Concurrent with the initial acquisition program, appoint the Design Advisory Board and, in cooperation with the Redevelopment Agency, develop:

1. Residential property rehabilitation design standards.
2. Commercial/mixed-use property rehabilitation design standards.

12.7 Project Administration

The administrative responsibility for this project will rest with the Middletown Redevelopment Agency, appointed the Designated Development Agency by the Common Council. The Redevelopment Agency has considerable experience with the administrative duties associated with a project of this nature, as a result of having overseen the Metro-South Urban Renewal Project and the Center Street Project, both of which were wholly or partially funded by the U.S. Department of Housing & Urban Development.

The Redevelopment Agency was reorganized in the mid-1980's, with its membership increasing from ten (10) to sixteen (16) members. In September 1984, the staffing functions of the Redevelopment Agency were brought into the Municipal Development Office situated within the Municipal Building.

Starting in 1984, the Agency and its staff successfully marketed a large residential project in the Metro-South Urban Renewal Area and negotiated with the owners of a parcel of land in the former Center Street Renewal Project Area for development as a State courthouse facility.

The Middletown Redevelopment Agency was responsible for the Middlesex Mutual Assurance Development Project, with public participation funding coming from the State of Connecticut Department of Economic Development and the City of Middletown. The value of private-sector construction in the Project Area to date exceeds \$40 million. The staff for the Redevelopment Agency, now housed in the Department of Planning, Conservation, and Development, also has a great deal of experience in the Community Development Block Grant Program and has a strong relationship with the Mayor and Common Council in the decision-making process that is required for projects of this type.

The administrative duties to be performed during the development phase of this project will consist of the procedural and legal requirements for the project land-acquisition and project land-sale negotiations, coordination of the contract document preparation and bid phase for site preparation, review of construction plans, and maintaining the required financial records in accordance with State and Federal regulations.

The Middletown Redevelopment Agency, assisted by the City, will organize and provide the services necessary to facilitate meetings required for various Federal, State, and City agency approvals for the proposed project and will provide general project assistance to expedite all project matters that arise.

The Middletown Redevelopment Agency, assisted by City staff, will carry out the day-to-day functions for project administration, including contracting for preliminary and final engineering and construction inspection for the project development, overseeing the physical development to verify the extent of development within the project boundaries in accordance with an approved project plan, and making the required submissions to the appropriate State and Federal agencies as may be required by the funding sources.

At its discretion, the Middletown Redevelopment Agency may retain a consultant engineer for various phases of the project, as required, to prepare construction contract documents and provide necessary services for site preparation as planned for the designated disposition parcels, including the following services:

- Construction plans, profiles, cross-sections and construction details
- Construction contract specifications
- Surveys for photogrammetric mapping
- Design surveys
- Soils engineering services and supervision of boring program
- Traffic engineering services
- Coordination with Federal, State and local environmental agencies
- Interim design submissions for review by various City, State and Federal agencies
- Coordination of bidding phase of project
- Notification of bid opening
- Coordination of contract award
- Coordination of pre-construction and construction status meetings
- Provision of continuous on-site inspection services for duration of construction work
- Submission of construction schedules and progress reports to the Redevelopment Agency and applicable State and Federal funding sources
- Certification of partial payments and change orders to contractor
- Coordination of final project inspection
- Submission of as-built construction drawings
- Assistance to the Redevelopment Agency for project close-out

The legal services required for the various aspects of this project will be the responsibility of the City's Legal Department, which will be responsible for all deeds, contracts, title searches,

and other project-related legal matters. These services will be in accordance with the acquisition and disposition schedules, as determined by the Redevelopment Agency.

The staff of the Redevelopment Agency will also be responsible for implementing the Relocation Plan that is a part of this document. As determined by the Mayor and Common Council, other City staff may be required to assist in the relocation effort, particularly where significant numbers of families and individuals are involved.

The Department of Planning, Conservation, and Development staff presently consists of five professionals with experience, skills, and expertise in economic development, housing, planning, zoning, public administration, real estate, land-use law, historic preservation, and grantsmanship. These are backed up by three skilled clerical staff with expertise in computer applications, budget and financial processing, and capacity out-put on word processors and computers. In addition, the office retains part-time services of a computer specialist to assist in the financial bookkeeping for other state and federal grant programs.

Grant-writing/administration and the coordination of projects with many other City departments, departments of the State and Federal Government, and various elements of the private sector are part of the daily fare of the Department of Planning, Conservation, and Development in its efforts to achieve the City's development goals. Many of Middletown's more significant achievements are initiated through these grants and coordinated project services. Middletown's Department of Planning, Conservation, and Development staff members are active in state-wide organizations promoting economic development, community development, tourism, planning, and preservation.

SECTION 13

ACTIVITY SUPPLEMENT:

THE RAPALLO-GREEN-FERRY ST. AREA

2001

Revised 2004

CONTENTS

Introduction	102
I. History of Planning Effort; Description of Area; Planning Context	102
II. Principles for Future Development	104
III. Concept of Future Development	106
A. Rehabilitation, Renovation, New Construction	106
B. Design	107
B1. Neighborhood Character	107
B2. Streetscape	108
B3. Parking	108
B4. Streets and Circulation	108
C. Mixed-Income, Mixed-Use Neighborhood	108
D. Property Management	109
E. Community Center	109
F. Outdoor Amenities	109
IV. Developers and Partners	109
V. Project Phases	110
VI. Funding	111
VII. Process	112
VIII. Attachments	113
A. Census Data	114
B. Acquisition Schedule	115
C. Schematic Plan	116
D. Conceptual Layout	
1) Proposed Rehabilitated and New Structures; Phases	117
2) Proposed Owner-occupied and Rental Properties	118
E. Architectural Examples	119

Introduction

The Plan for redeveloping the area bordered by Rapallo Avenue, Washington Street, Main Street, and DeKoven Drive forms the subject of this Activity Supplement to the Plan of Redevelopment. In 1997, a grassroots organization representing residents, businesses, and property-owners in Middletown's North End, came into existence. Since its inception, the North End Action Team (NEAT) has effectively involved its constituents in building a sense of neighborhood, giving them a stake in the neighborhood's future and fostering the emergence of local leadership. In January 1999, NEAT established a Housing Committee, whose membership includes residents and property-owners, as well as representatives of local non-profit agencies, Wesleyan University, and Liberty Bank, joined by the Community Development Specialist in the City's Department of Planning, Conservation, and Development. The Housing Committee's detailed plan for the section of the North End most urgently in need of systematically planned rehabilitation and substantial investment, presented below, was endorsed in principle by the Middletown Redevelopment Agency in September 2000. After 2 years of work with limited progress the Agency determined the need to reopen the process. The Agency then choose the Richman Group as the multi-family developer and BroadPark as the homeownership developer. Both are highly experienced and well-funded developers with expertise in turning around blighted areas.

This redevelopment project promises to enhance downtown Middletown's attractiveness as a place to live and a place to visit, to enrich cultural opportunities in the downtown area, and to engage more residents in civic life. Most significantly, it will give children in the neighborhood the opportunity to grow up in a positive environment. Because of the plan's comprehensive nature, it will effect lasting improvement in a way that a piecemeal approach would not.

I. Brief History of Planning Effort; Description of Project Area; Planning Context

The North End/Central Business District Urban Renewal Plan of the City of Middletown, first adopted in 1990, revised in 1990 and again in 1992 and 1993, provides historical background

on the area known as the North End and sets forth general principles and criteria for its redevelopment. Over time, the portion of the North End located between Main Street and the river has experienced particularly serious deterioration in its social, economic, and physical fabric; because of its relatively modest rents, it typically draws persons with very low incomes or on public assistance, including persons displaced from public housing. As the Renewal Plan notes, there has been a lack of consistent public and private attention to, and investment in, the area. A portion of the housing stock has become dilapidated, making for substandard living conditions. Some of the available housing, while not in poor condition, is in need of modernization. Code enforcement by the City has been impeded by absentee or uncooperative property owners and tenants. A number of buildings have been foreclosed on or condemned, becoming potential magnets for illegal activity. Children are exposed to harmful social influences and physical danger. The perception that the neighborhood is crime-ridden has inhibited business development. Residents tend to move out of the area whenever they can afford to.

According to the 1990 census data, the area has a smaller percentage of owner-occupied dwellings than any other part of the city, a larger percentage of persons lacking a high-school diploma, a larger percentage of the population on public assistance, and a much lower median income. It also has a higher percentage of members of racial minorities than the rest of the city (see census data, Attachment A, in Section VIII below.)

Counteracting the negative factors of housing blight, crime, and a disadvantaged and somewhat transient population are the following positive factors, among others:

- The long-term commitment of non-profit agencies to the area.
- The renovation of the old Arriwani Hotel to create an attractive supportive living facility, Liberty Commons.
- The survival of the Buttonwood Tree, an active neighborhood cultural center, which was burned out of its original quarters but was able to move into space on the ground floor of Liberty Commons.

- The commitment of the City to developing the old Remington Rand factory as an incubator for new businesses.
- The longtime presence of O'Rourke's Diner, which attracts a vital cross-section of Middletown residents and visitors.
- A number of local retail stores with faithful customers.
- The creation in the Central Business District of the Youth Center, which offers recreational and educational programming within walking distance of the North End.
- Oddfellows Playhouse, also within walking distance, which provides numerous creative and confidence-building opportunities; Oddfellows consistently reaches out to low-income children and teenagers.
- The nearby KidCity museum, which also offers an attractive cultural resource to neighborhood children and draws families from a wide geographical area.
- The Community Health Center's Home Room Program, which provides after-school tutoring, and tutoring by Wesleyan University students at the McDonough School.
- The relocation of the Police Department to a handsome building on Main Street that gives it a more visible presence and convenient access to the North End.
- The commitment of a number of responsible property-owners to the revitalization of the neighborhood.
- Middletown's success in procuring funding under the federal Main Street program, which has resulted in immediate physical improvements, enhanced marketing efforts, and longer-range planning for revitalizing the downtown area.
- Underutilized assets: proximity to the Connecticut River, which recently gained federal recognition as an American Heritage river; the existence of a number of structures between Main St. and the river with significant historical character; space for additional residential units and public amenities; location within the downtown business district; employment opportunities within walking distance; a rail bed that might be developed to help solve some of Connecticut's transportation woes (highway congestion and air pollution) and ease Middletown's lack of efficient public-transportation links to the shoreline and to Hartford and New Haven.

- The emergence in 1997 of the North End Action Team (NEAT), enabling residents and other stakeholders to work constructively to improve the neighborhood.

In May 1998 NEAT coordinated a charrette, or community workshop, conducted by the Yale Urban Design Workshop under the direction of architect Michael Haverland. Yale University students and faculty members, North-End residents, landlords, and business owners from the North End, and representatives from the City of Middletown, from local non-profit organizations, educational institutions, churches, and banks participated in an intensive two-day process to analyze the economic, social, architectural, and infrastructural needs of the North End. In its October 1998 report, the Yale team summarized the workshop's findings and proposed some specific and some conceptual responses to the problems and opportunities identified through the charrette.

The successful redevelopment of the area identified by the NEAT Housing Committee as most crucial will create a mixed-income, mixed-use neighborhood, stabilizing the population, driving out criminal activity, improving the economic climate along Main Street, and increasing the likelihood that landlords with well-maintained properties in the North End will continue to keep them in good condition. The rehabilitated streets will serve as a model of what can be accomplished and an incentive to property-owners to upgrade their properties to meet the new neighborhood standards.

II. Principles for Future Development

The NEAT Housing Committee has established a number of principles to guide this redevelopment project. Many of these principles derive from successful efforts elsewhere in the United States and from suggestions that emerged from the Yale Urban Design Workshop's charrette.

- The project will seek to combine housing with compatible retail, civic, and cultural facilities to produce neighborhood vitality, including the kind of active street life that enhances safety.

- Homeownership will significantly increase, providing greater stability and giving residents a stake in preserving the safety and attractiveness of the neighborhood. Broad Park will be instrumental in this effort and changes to this activity supplement have added more land for homeownership.
- A combination of housing types and the use of a variety of financing mechanisms will make for an economically and ethnically diverse neighborhood.
- Although relocation of residents will be necessary during the active redevelopment phase, the goal will be to provide housing for current residents who wish to remain in the neighborhood and meet tenant criteria (see III,D, Property Management, below), while making the area attractive to new tenants and home-buyers.
- A concerted effort will be made to connect unemployed or underemployed residents with ongoing City programs for workforce development.
- Compatible new businesses will be encouraged to establish themselves in the North End and to employ local residents.
- Human services will be readily available and actively engaged in outreach to any residents who need assistance.
- Collaboration with the Middletown Police Department's community policing program will ensure residents' confidence and involvement in the safety of the area.
- Professional management by a company using a community-based property-management model will be instituted, to promote residents' continuing commitment to the maintenance, appearance, and financial viability of the buildings in which they live and in the character of the surrounding area.
- High standards of design and construction will be set for all new and renovated buildings, in consonance with the principles laid out in Section 9.1.2.1 of this Plan.
- All new construction and renovation will be designed for energy efficiency.
- Provision will be made for appropriately buffered trash and recycling containers.
- If feasible, power lines will be placed underground to promote the attractiveness and safety of the area.
- Through vigorous and consistent code enforcement, blight will be eliminated and prevented from recurring.

- Ongoing interest and support on the part of the City and its agencies, community-based organizations, local schools and educational institutions, banks and real-estate companies, churches, and local leaders will be maintained to preserve the economically and socially diverse nature of the neighborhood.

III. Concept of Future Development

The North End Plan, includes the following specific elements:

A. Rehabilitation, Renovation, New Construction

Final decisions as to which buildings will be renovated or rehabilitated and which will be demolished will be made by the Agency and the developers, and on the basis of the design for the neighborhood, which will be subject to approval by the City's Design Review and Preservation Board. Some of the structures may be sound but do not fit the desired neighborhood character. Demolition and the use of vacant lots will allow for new construction. The Plan calls for a combination of single-family townhouses, two-family homes, and multifamily buildings with no more than 16 units per building. Renovation of the residential portions of additional buildings fronting on Main Street that are not included would result in substantially more units.

B. Design

The design standards outlined in the Plan of 1990, and 1992 will be adopted. These standards include sensitivity to the historical character of existing structures, with original features preserved or restored wherever possible; maximum preservation of significant existing structures; and compatibility of new construction in style and scale with the surrounding buildings.

B1. Neighborhood character:

The Initiative will create a village motif, allowing different types of housing to coexist in the neighborhood, with a mixture of sizes and styles, complementary to the overall design. The Initiative will create a neighborhood of congenial places.

B2. Streetscape:

Adequate and attractive lighting, consistent with the village character of the neighborhood; trees, other plantings and landscaping elements; garden areas on the sides or fronts of buildings; porches, stoops, and benches—all encouraging residents to interact outdoors in good weather—and other facilities designed to create a neighborhood feeling and enhance residents' safety are part of the design for the Project Area. Blending rehabilitation and new construction, the Initiative will aim for consistent frontage along the streets. Developers will be required to assemble image boards illustrating the range of design features that would fulfill the overall theme established for the neighborhood. These boards will be serve as guides to all developers considering investment in the area.

B3. Parking:

Off-street parking meeting or exceeding accepted guidelines for the number of spaces per housing unit in an urban setting, which includes affordable units, will be provided for all residential units in lots or garages. Parking spaces will be shielded from the street or located behind buildings. The plan supports ongoing efforts to provide adequate short-term parking for the patrons of Main St. businesses and to maintain loading areas behind Main St. commercial and retail establishments.

B4. Streets and Circulation:

Driveways will be added, bisecting the block between Ferry and Green Streets and thereby creating better circulation and safety and enhancing the village feeling of the neighborhood.

C. Mixed-Income, Mixed-Use Neighborhood

The Plan will create an area marketed and designed to appeal to residents of all ages, educational backgrounds, income levels, talents, and interests. The neighborhood should be representative of the community as a whole, offering a variety of housing for residents, corresponding to their economic and family status at any stage in their lives. Housing types will range from affordable rentals to home-ownership opportunities. The latter can include

market-rate units and cooperatives, along with low-interest-mortgage, urban-homesteading, and sweat-equity options. The Initiative foresees a particular opportunity for creating an artists' enclave, marketing apartments, studios, and gallery space to artists. The cultural ambiance of the North End is further enhanced because of Wesleyan University's commitment to leasing space for performance, classes, and studio work in the adjacent Green Street School.

D. Property Management

Property Management including community-based management services will include financial screening of and checks on the previous rental experiences and legal backgrounds of prospective tenants; regular monitoring of the condition of rental properties; collection of rents; maintenance and cleaning of common spaces; and provision of security services. These management services will also be made available to homeowners renting space within their own homes and to landlords staying in the neighborhood.

E. Community Center:

The old Green Street School building is being developed by Wesleyan University as an arts center. This will add strength and vitality to the neighborhood.

F. Outdoor Public Amenities:

Pocket parks, a community vegetable and flower garden, the existing Lopez Herb Garden, and playgrounds will invite residents to relax, garden, play, and mingle.

IV. Developers and Partners

In order to involve residents, property-owners, and local merchants in neighborhood design and property management, the development and management of the project will be implemented by the Redevelopment Agency, North End Action Team, Wesleyan University, existing non-profits and the two developers, Richman and Broad Park. The Alderhouse project provides affordable apartments and studio space for artists. In conjunction with Broad Park, private developers with proven track records will be recruited for the development of

parcels along deKoven Drive. These parcels will provide an opportunity to introduce market rate rental units and home ownership. The City of Middletown will play a key role in the project's realization, providing gap financing, granting approval of the plan through the Redevelopment Agency and the Common Council, providing improvements to such infrastructural elements as utilities and streets, conveying City-owned structures and lots to developers, and ensuring their compliance with the redevelopment plan. The Middletown Housing Authority could also be a valued partner, providing federal housing subsidies to low-income tenants and possibly assisting with relocation and financing the project.

V. Project Phases

The Agency feels a comprehensive redevelopment of the area is essential. Richman will begin with the development with six multifamily buildings containing 96 dwelling units. These units will be located along the Ferry Street frontage and will include staggered setbacks and attractive buildings and streetscapes. Funding will be a compilation of City funds, CDBG funds and low income Tax Credits. 80% of the units will be available at 60% of Median Area income and 20% will be available at 25% Area Median Income. It is felt that this project will provide housing to existing residents and bring a number of new residents to the area and create sufficient stability and confidence in the area to attract potential homeowners.

Broad Park will concurrently assume control of the remaining parcels and will develop a plan for the creation of homeownership opportunities. The City will support such efforts with direct grants of money and land and will also provide the access to the City's Down Payment assistance and rehabilitation grants and loans.

VI. Funding

The Redevelopment Agency designated Richman and Broad Park as the designated developers of the project. As such the developers are responsible for all predevelopment costs. Actual development funding may be sought from the City of Middletown, Federal Home Loan Bank, private investment, CDBG funds, local banks and their foundations, local corporations, HOME funds, Fannie Mae and Freddie Mac programs, from low-income-

housing tax-credit programs, and from the Connecticut Department of Economic and Community Development.

In collaboration with the appropriate City agencies, the Housing Committee will develop a plan for needed City-funded improvements to the infrastructure in the redevelopment area. The City will benefit directly from funding these improvements: the increased value of the properties in the redeveloped area will yield additional tax revenue; improved economic conditions will stimulate the overall business climate in the City; and reduction in crime will result in savings on public safety and legal expenses.

VII. Process

The outcome of the negotiations by the developers will serve as the basis for the acquisition of privately owned properties, preferably operating through private market purchases, but, if necessary, through eminent domain takings. The Agency and NEAT will create a design oversight board, with representatives from the neighborhood and the City, to work with architects and urban-planning professionals on developing designs, subject to approval by the City's Design Review and Preservation Board and the Redevelopment Agency. On the basis of these plans, commitments will be sought from funding sources.

This Initiative creates the challenge of working with multiple stakeholders. If redevelopment is to have the desired comprehensive impact on the neighborhood, the general principles and specific project features outlined above must be adhered to throughout the Area. Through its approval processes, the City will have the power to enforce compliance by developers and by current property-owners who undertake renovations. The Housing Committee proposes creating incentives, through loans and grants, to encourage landlords wishing to remain in the area to modify their properties to meet the design standards for the redevelopment area.

VIII. Attachments

A. Census Data

B. Schematic Plan

C. Conceptual Layout

1) Proposed Rehabilitated and New Structures; Phases

2) Proposed Owner-occupied and Rental Properties

D. Architectural Examples

E. Proposed Funding Sources

A. Census Data

According to the 1990 Census, comparing the census tract of the neighborhood to the entire City, the area has 43% more vacancies, 38% fewer home-owners, 10.5% more people on public assistance and almost 16% higher number of people without a high school diploma. The median household income is \$16,228, as compared to \$37,644 for all of Middletown.

Comparison of Key Indicators

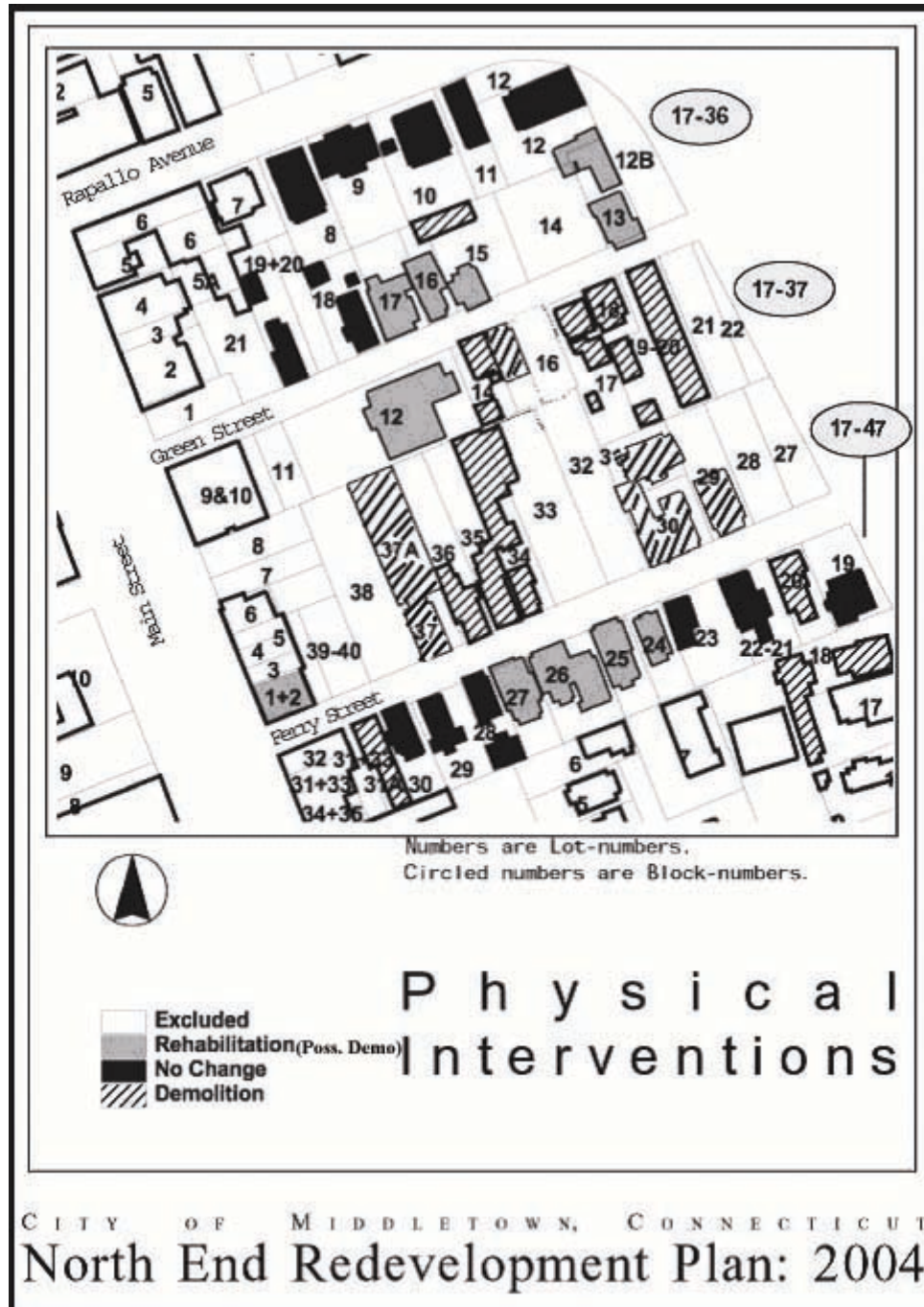
	Tract 5416:	City of Middletown	Percent Difference
Vacant structures	12.5%	7.1%	5.4%
Owner occupied	12.3%	50.7%	38.5%
Median Gross Rent	\$ 460	\$ 576	25%
No high school diploma	35.6%	19.9%	15.7%
Public Assistance Income	15.3%	4.8%	10.5%
Median Household Income	\$ 16,228	\$ 37,644	43%

1990 US Census Data, Database: C90STF3A

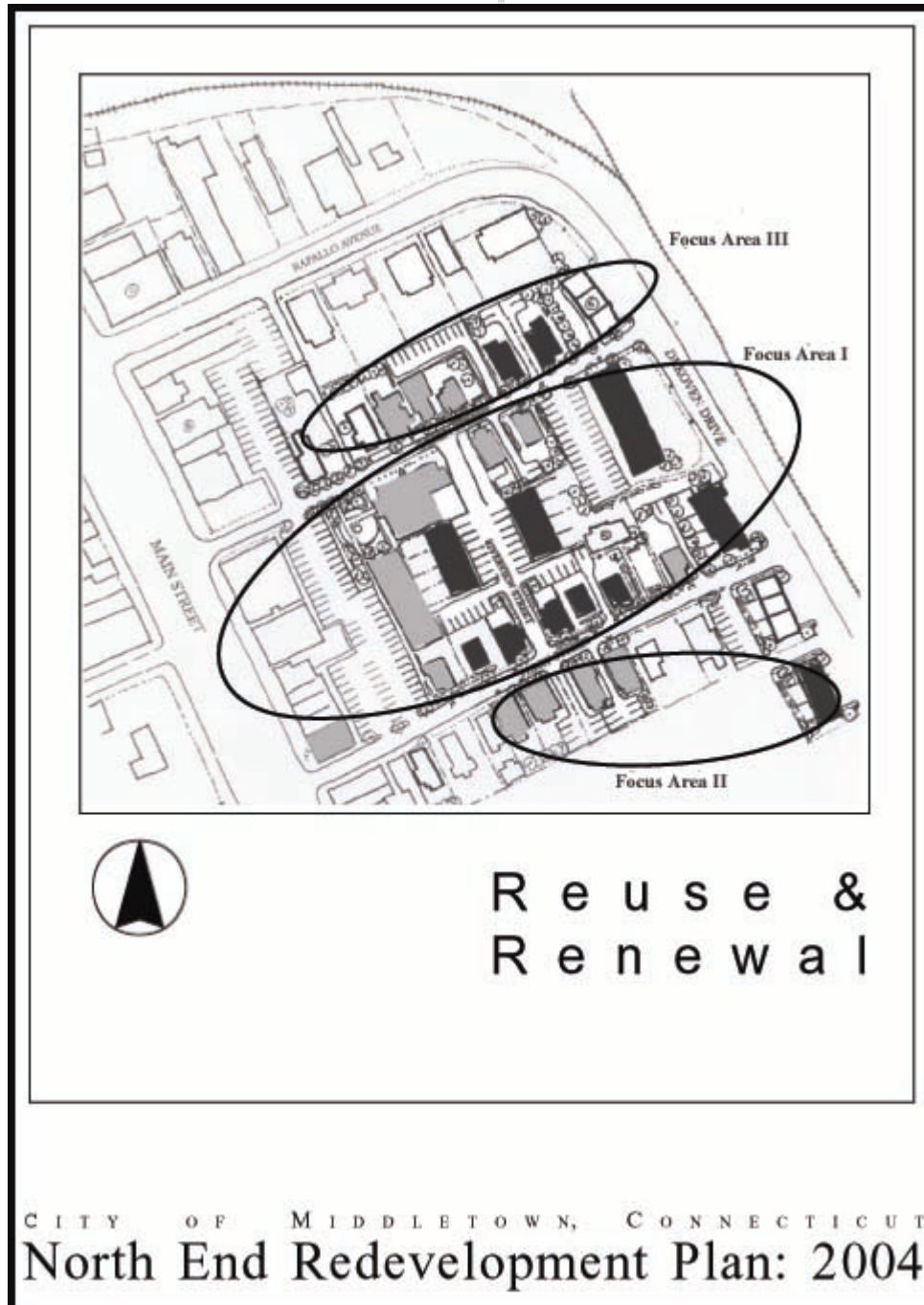
B. Acquisition Schedule

Acquisition Schedule					
		Block#	Lot#	Number	Address
				Street	
	1	17-37	1&2	560	Main Street
	2	17-37	37	64-66	Ferry Street
	3	17-37	37a	64-66	Ferry Street (rear lot)
	4	17-37	36	60	Ferry Street
	5	17-37	35	58	Ferry Street
	6	17-37	31	38	Ferry Street (rear lot)
	7	17-37	30	40	Ferry Street
	8	17-37	29	34	Ferry Street
	9	17-37	14	41	Green Street
	10	17-37	15	37	Green Street
	11	17-37	7		Green Street (rear lot)
	12	17-37	16	35	Green Street
	13	17-37	17	31	Green Street
	14	17-37	18	29	Green Street
	15	17-37	19	25	Green Street
	16	17-37	20	25	Green Street
	17	17-47	26	51	Ferry Street
	18	17-47	25	49	Ferry Street
	19	17-47	24	47	Ferry Street
	20	17-47	18	329	deKoven Drive
	21	17-36	18	50	Green Street
	22	17-36	17	46	Green Street
	23	17-36	16	44	Green Street
	24	17-36	15	40	Green Street
	25	17-36	13	22	Green Street

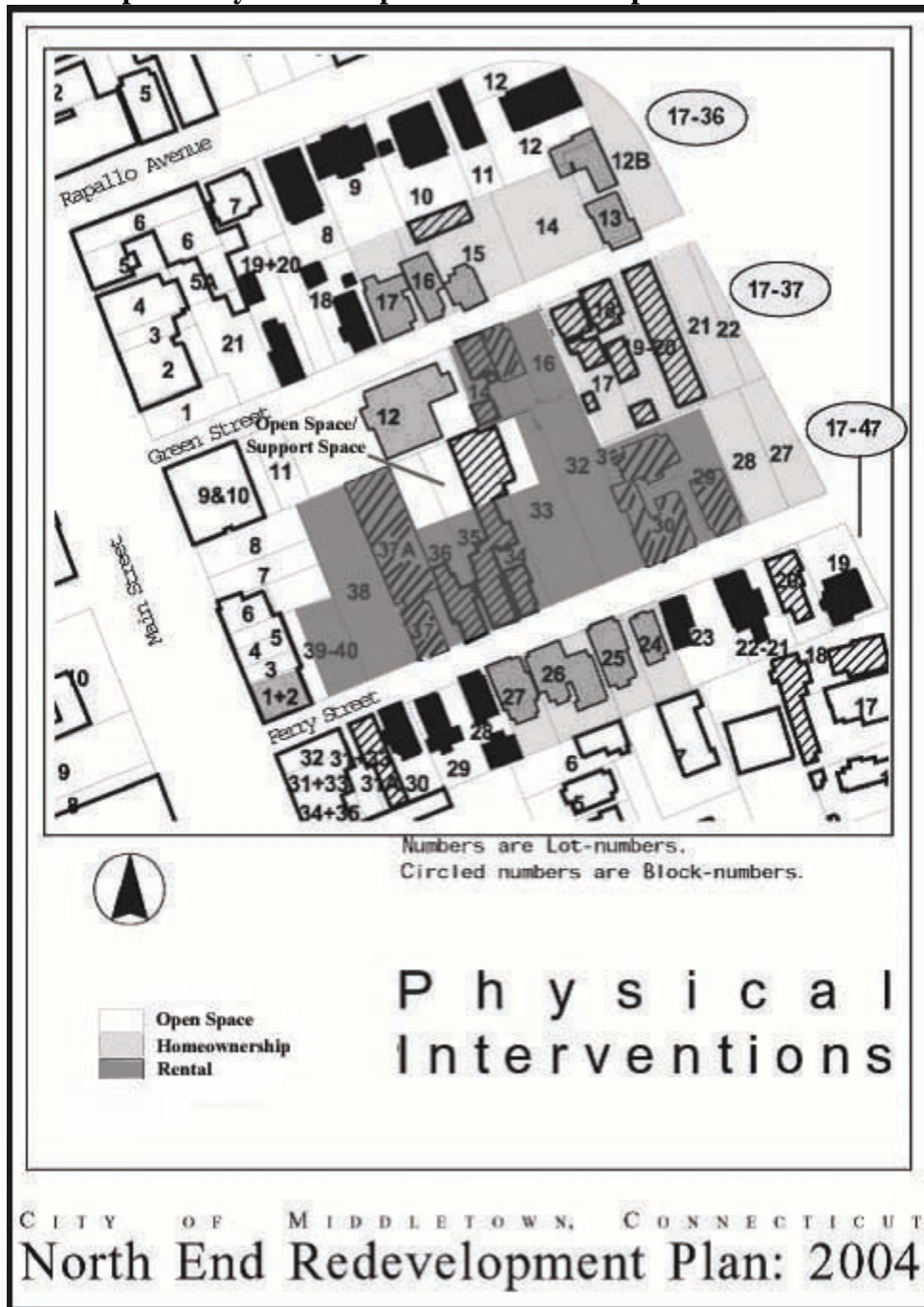
C. Schematic Plan



C. Conceptual Layout 1: Focus Areas I-III



D. Conceptual Layout 2: Proposed Owner-Occupied and Rental Structures



E. Architectural Examples



Architectural E x a m p l e s

CITY OF MIDDLETOWN, CONNECTICUT
North End Redevelopment Plan: 2004

Appendices